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"... to me the love of beauty is a command to preserve it. This is why I feel compelled to do what I can to enlarge and enhance the beauty around us—where we work, where we live, and where we play. We owe it not only to ourselves, but to all future Americans. I hope that all Federal managers and employees will do their share...."

—MRS. LYNDON B. JOHNSON

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UNITED STATES CIVIL SERVICE COMMISSION

Civil Service
Journal

Volume 6 Number 3

January–March 1966

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Worth Noting

RETIREMENT APPLICATIONS numbering 32,123 were received by the Civil Service Commission through January 31 from employees who retired during November and December 1965. During the same period a year ago 11,871 applications were received. The increased number of retirements resulted from enactment of Public Law 89–205 (the Daniels Bill) which increased by 6.1 percent the annuities of employees who retired after October 1, 1956, and before December 31, 1965.

THREE PROPOSALS from the report of the President's Cabinet Committee on Federal Staff Retirement Systems were spotlighted by President Johnson in his message to Congress on civilian pay. The three proposals he termed most urgent are:

1. Employees who reach age 55 with 30 years of service should be allowed to retire without reduction in annuity. The Government should also have the option to retire involuntarily, at age 55, employees in grades GS–13 and above who have 30 or more years of service.

2. Civil Service and Foreign Service employees, and their survivors, who become eligible for staff retirement benefits should receive amounts at least equal to the social security benefits that would be payable if the social security benefit computation formula had been applicable to the Federal service.

3. Provision should be made for the transfer to the Social Security system of service credits of employees who die, become disabled, or leave Federal employment before becoming eligible for Federal retirement system benefits.

In his message the President proposed salary increases ranging from 1 to 4½ percent, plus additional fringe benefits, for Classification Act and postal workers, Foreign Service employees, and employees of the Department of Medicine and Surgery of the Veterans Administration.

A UNIFORM CLASSIFICATION SYSTEM for wage-board positions will be established by the Civil Service Commission in accordance with a Presidential directive calling for an equitable coordination of wage-board practices. The Commission will develop and issue position classification standards for Governmentwide use in evaluating wage-board jobs.

TEN OUTSTANDING YOUNG MEN in Government received the Flemming Award on February 17 for public service excellence. The Award, given to outstanding male civil servants under 40, is sponsored by the Downtown Chapter of the District of Columbia Junior Chamber of Commerce. The 1966 winners are: Richard R. Bonner, Supervisory General Engineer, U.S. Army Supply and Maintenance Command; Dr. Andrew F. Brimmer (formerly with Department of Commerce), who was sworn in March 9 as the first Negro member of the Federal Reserve Board; Dr. Raymond L. Garthoff, Special Assistant for Soviet Bloc Politico-Military Affairs, Department of State; Dr. Robert Lundegard,

(Continued—See Inside Back Cover.)

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". . . to see that we get action"

Following the Civil Service Commission's issuance of Governmentwide equal employment opportunity regulations, President Johnson told an assembly of Government officials his expectations for the EEO Program. Meeting with the Vice President, members of his Cabinet, and other officials in the CSC auditorium on March 17, the President stated that "Chairman Macy of the Civil Service Commission will be my eyes and ears to see that we get action."

The full text of the President's address follows.

I ASKED YOU to come here today for a very special purpose. I want to talk to you about a goal of this Government that is very close to my heart. I did not invent this goal. It was established by President Eisenhower by Executive order, first in the Federal Government. But I want to see, and I intend to do everything I can to see, that the goal is finally reached.

With your help, I want this Administration to be recognized as one in which we finally achieve full and equal opportunity for persons of every race, color, creed and nationality in every part of the United States Government.

AS LONG AS any American is denied the chance to fully develop and use his talents, to become all that he can, then every American is less than he should be. If race, skin, color, religious beliefs, sex or national origin prevent anyone from reaching the heights, then we have all wasted a human being. We have failed that person and, finally, we have failed our country.

Too many of our fellow citizens are still restrained by a straitjacket that was strapped upon them by the mere accident of their birth.

Too many of our fellow citizens do not get the education or the training that they need to become productive members of our society.

Too many of our fellow citizens are prevented from fully using the education they do get.

Yet we expect, and get, full participation from Americans of all races, creeds, colors, and nationalities in Vietnam. More than 200,000 Americans of every description are fighting there now, some are dying, to protect our own freedom and to preserve the freedom of others.

(Continued on page 32.)

Make Beauty Your Business, Too!

by MRS. LYNDON B. JOHNSON

I AM DELIGHTED to have this opportunity to visit with you and to share with you my feelings about natural beauty. And I also want to share my hopes.

For to me the love of beauty is a command to preserve it. This is why I feel compelled to do what I can to enlarge and enhance the beauty around us—where we work, where we live, and where we play. We owe it not only to ourselves, but to all future Americans. I hope that all Federal managers and employees will do their share.

LET'S LOOK AROUND US

As the wife of a long-time public official, I have traveled around Federal facilities quite a bit. Many of them, I have found, are outstandingly beautiful and objects of great community pride. Others are moderately attractive, while some have little to commend them in the way of eye appeal.

I have seen quite a mixture of things. I have seen entrances to Federal establishments that are marvels of architecture and greenery—yet once you pass through the entrance, you find yourself surrounded by drabness. I have seen lovely settings marred by an ill-placed utility. I have also seen ugliness, such as a garbage receptacle, very nicely screened from view by shrubs or flowers.

Please understand that I am not seeking look-alike Utopian environments for all Government establishments. I am not suggesting that a post office or an airbase look more like an arboretum than a place to work and transact the public's business. Above all, I am not suggesting that vital program funds be spent to buy shrubs and flowers.

What I *am* hoping is that Federal managers and employees will become more aware of the appearance of their work environments—all the way from the first impression the caller gets when he comes to see you—to the candy wrapper dropped in the hallway by someone returning from the snackbar.

I know too well that some of our buildings and properties offer small potential for being spruced up. Some of them, such as our wartime temporary buildings in Washington, are being removed on a scheduled basis. But even they can still be kept tidy as long as they are being used. So, for the most part, I am convinced that Federal managers and employees *can* make their worksites more attractive and more conducive to good work. A little more concern and attention would also provide a nicer welcome mat for visitors.

WHAT CAN YOU DO?

First of all, management has to set the pace and take the lead. You, as managers, have to state clearly and convincingly that you want to improve the appearance of the worksite. Then you must take measures to foster responsive employee—and sometimes community—attitudes. Let me give you an example.

About a year ago, the Post Office Department launched a nationwide beautification program. The department called upon postmasters, employees, employee organizations, and community groups such as civic associations and garden clubs to join together in an effort to improve the natural settings of local post offices. The response was—and still is—most enthusiastic.

Materials such as trees, shrubbery, flowers, bulbs, benches, and fountains have been generously donated by postmasters, by employees and employee organizations, and by community groups and citizens at large. Sometimes, in the case of privately owned and federally leased buildings, the owners themselves donated money

and materials. And sometimes, in GSA-operated buildings, the General Services Administration has been able to provide materials and assistance.

Back in July, I had the pleasure of presenting to 16 postmasters the department's Citation of Merit. The citations read: "to the community of _____ (name) and its postal employees for maintaining the grounds and exteriors of their postal units in such a manner as to reflect credit upon the community and Post Office Department." In January of this year, Postmaster General O'Brien conferred 14 more such awards, and more will be made in the future.

The point I would make is that *everybody* pitched in to help. And everybody is sharing the rewards—in the form of more attractive and inspiring work environments.

Another fine example is Air Force's beautification program for on-base housing. This program encourages the 150,000 families who live on the airbases to do whatever they can to improve the appearance of their quarters—inside and out. The response, sometimes resulting in friendly competition, has been most rewarding.

Each Air Force base has been encouraged to work with its community in beautifying not only the base proper, but also access roads and areas between the base and the community. In this effort, the support of local garden clubs and similar organizations has been of great help.

Bolling Air Force Base in Washington, D.C., and Barksdale Air Force Base in Louisiana are excellent examples of what can be accomplished with the right amount of determination and enthusiasm. The "theme" at Bolling is roses—and lots of them. Barksdale glows in a setting of live oak, magnolia, flowering crab, and redbud.

All Air Force bases have developed landscape plans which provide guidance as to suitable plant materials and ideal locations for ease of maintenance and maximum effect. For the future, all new Air Force construction projects, as well as maintenance and repair projects on bases, are required to give full consideration to basic landscaping as an integral part of the work.

The Department of the Army's overall land management program has an eye for beauty. Their program is divided into land, forestry, and wildlife management—each geared to preserving our natural resources, one of which is beauty. Occupants of Army buildings are encouraged to participate in beautification by making plantings from approved landscape plans. Presidio of San Francisco and Walter Reed Army Medical Center in Washington are examples of what can be done when an agronomist works with troops in developing and maintaining landscaped areas. The buildings do not seem to intrude upon nature—they blend with and complement it.

On Army installations, special priorities are assigned in developing scenic corridors along highways and railroads, and in the vicinity of troop quarters, shorelines, and recreation areas. For example, at Letterkenny Depot near Chambersburg, Pa., 11 miles of roadside plantings of

MRS. LYNDON B. JOHNSON presents a Citation of Merit to Postmaster Thomas P. Costin, Jr., of Lynn, Mass., in recognition of his community's contributions to the President's Natural Beauty Program. Postmaster General John A. Gronouski (center) participated in the White House ceremony at which Mrs. Johnson presented 16 such citations to postmasters and the communities they serve. Postmaster General O'Brien has since conferred 14 additional citations, and more will be made in the future. (*Post Office Department photo*)

What are YOU *doing for*
AMERICA
THE BEAUTIFUL?
NATURE BLESSED OUR LAND with great natural beauty. But as a Nation of builders, we have created much unsightliness in our forward march.
ONE OF MY GOALS AS PRESIDENT—a goal I share enthusiastically with Mrs. Johnson—is to reawaken our national sense of beauty to the point where citizens everywhere will act to restore the lost beauty around them.
YOUR HELP IS NEEDED to make Government property more appealing to the eye. As a Federal employee there is much you can do—and even more if you join together in groups—to make your work surroundings more attractive.
I ASK YOU to develop an eye for beauty. See what needs to be done—and then find a way to do it.

THE SUBJECT IS BEAUTY—the above poster, carrying a message from President Johnson to all Government employees, is being issued in April by the Civil Service Commission to support the President's Natural Beauty Program. Agencies have purchased copies for display in all Federal establishments.

Austrian pine are being made this spring. The trees are being planted in a 10-row pattern. In addition to providing a scenic road border, the trees will have value as snow fences and winter cover for wildlife. As the trees grow they will be thinned and sold to a local papermill. The remaining ones will be allowed to mature and fill in the gaps. Such plantings will continue at the rate of 11 miles a year until all appropriate on-base roadsides are improved.

Army's official policy with regard to new construction is to preserve natural beauty to the greatest possible extent, and to develop attractive projects which merit the pride of the Army, local communities, and the general public.

Similar programs are being carried out by Interior in its land management and Park Service programs, by the Veterans Administration with its hospital network, by Agriculture in its Forest Service and other programs, by Commerce in its public roads program, by the General Services Administration with its vast building and leasing programs throughout the country—and by many other Federal agencies, large and small. Conservation and natural beauty have become part and parcel of official policies and programs, in many cases for the first time. Such efforts are the *foundation* for beautification of Federal properties.

WHAT CAN BE DONE to improve a Federal building? The above photo shows the Clarkston, Wash., post office before Postmaster Fred Hughes asked for the help of his employees, local garden clubs, and the General Services Administration. A few months later, Mrs. Johnson presented the community the Citation of Merit in recognition of the beautiful results, shown below.

HERE, HOWEVER, I AM HOPING for something more, particularly the *personal* involvement of all members of the Federal family—from the highest official down to the very last employee. We need the *volunteer spirit*. We'll make progress in proportion to how many of you *care*—and *try*.

I am hoping for the kind of thing that is happening, to cite one example, at the Washington headquarters of the Civil Service Commission. The Commission is housed in one of our newest and most handsome buildings. Even though CSC employees already have a lot of natural beauty around them, they want to add something themselves—and they are. Through their employee recreation association, the CSC Club, they have appointed a beautification chairman who, with a committee, is studying the building and grounds and recommending specific beautification projects for the Club to sponsor. Upon securing the necessary management approvals and clearances to go ahead, the Club will pay the bill and members will do the work on their own time.

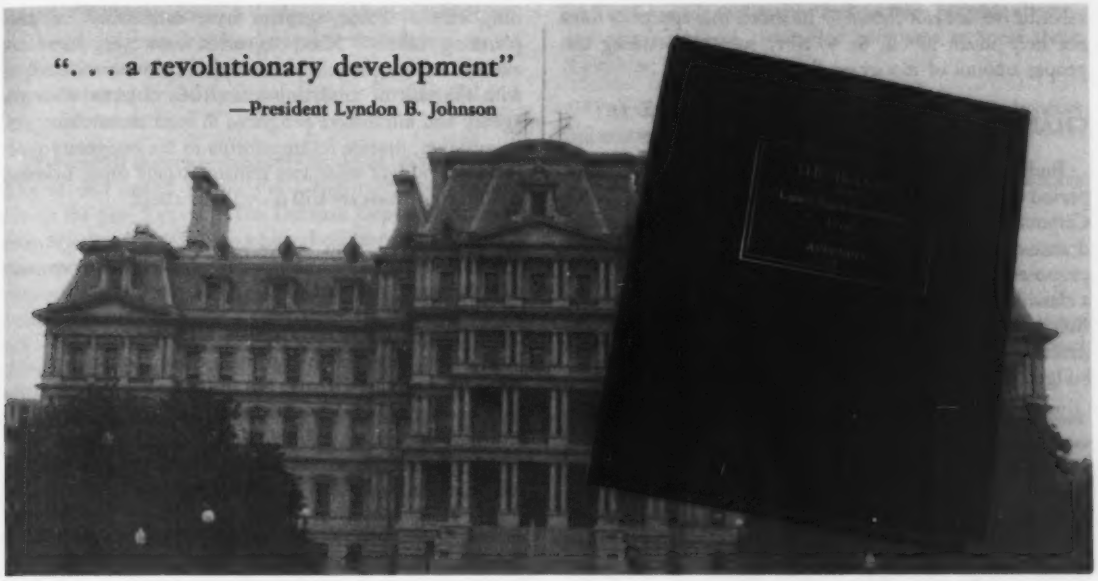
This is the kind of volunteer spirit and personal involvement that I hope will spread throughout the Federal service. I hope that employees will take that spirit home with them and will put it to work in their own yards. In addition, I hope they will show *community* leadership and inspire and lead others to beautify their surroundings.

In short, the Federal Government—with its extensive properties and programs—can help inspire the Nation to a new appreciation of our natural heritage. The best way we can do it is by example.

You, as an individual Federal manager, can provide leadership, inspiration, and stimulation within your own office and establishment. If the individual employee feels he cannot do something as a committee of one, then encourage him to work through his unions, recreation associations, and other organizations. Suggest specific projects. Help employees and employee groups get a green light for projects they are willing to sponsor. Work through your Incentive Awards office to solicit employee suggestions for improvements. Offer appropriate incentives. There *is* so very much that *you* can do.

Beauty to me is like freedom: anyone who strikes a blow for it is bound to be rewarded amply.

I hope you will strike many blows for beauty. **Will you make it *your* business, too?**



PPBS: *What and Why*

by HENRY S. ROWEN, *Assistant Director*
Bureau of the Budget

ON AUGUST 25, 1965, in a memorandum to the heads of all Federal Government departments and agencies, President Johnson said:

> **"At a Cabinet meeting today I announced that we would begin to introduce a new planning-programing-budgeting system in Government. This will be a large and important job. I want all of you to devote your personal attention to it."**

This announcement came as a result of dissatisfaction in the U.S. Government with existing budgetary and management methods and a realization of the need and the possibility of improvements.

TRADITIONAL METHOD OF BUDGETING

Traditionally, budgets have been organized at the highest level by executive departments and their subdivisions. Within this organizational structure are shown objects of expenditure, with particular emphasis on personnel, or supplies and equipment, or construction, depending on the activities of the department. The expenditures for these objects are usually projected 1 year ahead. Such a system is *input oriented*. That is, it focuses on the factors that must be brought together if the agencies' programs and activities are to be achieved. This system is satisfactory for relatively simple, repetitive operations in a stable environment where no serious questions exist about the purposes of governmental activities and the value of their accomplishments.

But for several reasons this approach is not adequate for the analysis of our national expenditures. First, the name or even the apparent mission of a department or bureau is not sufficient to describe what it does. It often reflects the purposes of the organization many years before. Second, numbers or types of personnel, or money spent on facilities, reveals little of the real functions they perform. Third, a 1-year budget throws little light on the significance of expenditure decisions, the effects of which may be spread over many years. Fourth, the relationships among programs with similar purposes, complementary or

substitutive, are not shown. In short, this approach does not help much to tell us whether we are spending the proper amount of money on the right things.

CHANGES OVER TIME

Budgetary improvements have been introduced over a period of many years. As early as 1912, President Taft's Commission on Economy and Efficiency recommended drastic changes in existing procedures. The Commission proposed, first, a comprehensive executive budget; second, a classification of the budget both in terms of programs or functions and the distinction between capital and current items; and, third, a thorough and systematic review of the budget after the fact.[1]

While the Commission laid the foundation for all subsequent reforms, the political climate prevented action. In fact, nothing was done until 1921, when the drive for economy after World War I produced the Budget and Accounting Act of that year. The Act required the President to submit a comprehensive executive budget and set up the Budget Bureau as the staff agency to assist him. The comprehensive budget was an essential step in improving the analysis of expenditures by the executive branch, but the Act left departmental budgets and procedures for preparing them unchanged. [2]

Further progress toward a program-oriented budget was delayed until after World War II, when the movement again gained impetus. In 1949, the Hoover Commission recommended that "the whole budgetary concept of the Federal Government should be refashioned by the adoption of a budget based upon functions, activities, and projects; this we designate a 'performance budget.' " [3] The recommendation was made a legislative requirement by the National Security Act Amendments of 1949 and the Budget and Accounting Procedures Act of 1950.[4] The Second Hoover Commission in 1955 recommended a "program budget" and proposed improvements in the Government accounting system that would facilitate budgeting on a cost basis.[5]

The result was major improvement in the style of the Federal budget. That, in turn, produced a major change in the way the budget was prepared and considered in both the executive and legislative branches of Government.

But in several major aspects there has been need for further improvement. Of fundamental importance is the need to bring together in a coherent way the planning activities of the Government with the budget process. Planning separated from budgeting tends to be a sterile exercise; budgeting separated from planning tends to be shortsighted and not well enough informed. It is vitally important that these complementary activities be linked. But for this to be possible there must exist a serious planning effort. Some agencies have established valuable planning offices. Many agencies, however, have not evolved serious planning or analytic organizations charged with the task of analyzing alternative objectives for the agency and alternative programs to meet these objectives. In addition, despite improvements in the budgetary process, most budget structures remain largely input oriented and time horizons are still only 1 year ahead.

Bulletin No. 66–3, issued last October by the Bureau of the Budget, stated the need for further improvements as follows:

"A budget is a financial expression of a program plan. Both formal instructions (such as those contained in Bureau of the Budget Circular No. A–11) and training materials on budgeting have stressed that setting goals, defining objectives, and developing planned programs for achieving those objectives are important integral parts of preparing and justifying a budget submission.

"Under present practices, however, program review for decision-making has frequently been concentrated within too short a period; objectives of agency programs and activities have too often not been specified with enough clarity and concreteness; accomplishments have not always been specified concretely; alternatives have been insufficiently presented for consideration by top management; in a number of cases the future year costs of present decisions have not been laid out systematically enough; and formalized planning and systems analysis have had too little effect on budget decisions.

"To help remedy these shortcomings the planning and budget system in each agency should be made to provide more effective information and analyses to assist line managers, the agency head, and the President in judging needs and in deciding on the use of resources and their allocation among competing claims. The establishment of a Planning, Programing, and Budgeting System in accordance with this Bulletin will make needed improvement possible."

THE NEW BUDGETING SYSTEM

Bulletin 66–3 goes on to state—

"The new planning-programing-budgeting system is based on three concepts:

"(1) The existence in each agency of an *analytic* capability which carries out continuing in-depth analyses by permanent specialized staffs of the agency's objectives and its various programs to meet these objectives.

"(2) The existence of a multi-year *planning and programing* process which incorporates and uses an information system to present data in meaningful categories essential to the making of major decisions by agency heads and by the President.

[1] See REFERENCES at end of article, page 9.

"(3) The existence of a *budgeting* process which can take broad program decisions, translate them into more refined decisions in a budget context, and present the appropriate program and financial data for Presidential and Congressional action." [6]

This overall system is explicitly modeled on the one developed and tested within the Department of Defense during the past 5 years. The Defense Department, however, began many years ago to lay the groundwork for this most recent innovation. One key concept was that of a *weapons system:* the aggregate of the men, material, and facilities associated with a reasonably well defined military program or output. Such a weapons system is examined from two points of view: its contribution to the effectiveness of our defenses, and the cost of providing this capability.

Moreover, it is possible to display our military programs in ways that facilitate comparisons among them. Thus, the older system of focusing mainly on organizations (Army, Navy, Air Force) and input objects (personnel, procurement, maintenance, and operations) has been shifted to one that focuses mainly on purposes (i.e., strategic nuclear deterrence, continental defense, and antisubmarine warfare). Within each of these broad categories, such weapons systems as the B52 bomber force or antisubmarine warfare units are analyzed. These analyses are performed without regard to the Military Department that operates a particular system.

In addition, and even more important, has been the development of an analytic staff to probe, question, analyze, compare, and help formulate objectives and programs of the Defense Department. This analytic activity takes place not only within the Office of the Secretary of Defense but also within the joint staff and within the Military Departments.

This system is now being introduced throughout the Government. What it is intended to produce is spelled out briefly in Bulletin No. 66–3. The products of the system will include:

"(1) A comprehensive multiyear *program and financial plan* systematically updated.

"(2) *Analyses,* including *program memoranda,* prepared annually and used in the budget preview, special studies in depth from time to time, and other information which will contribute to the annual budget process.

"The overall system is designed to enable each agency to:

"(1) Make available to top management more concrete and specific data relevant to broad decisions;

"(2) Spell out more concretely the objectives of Government programs;

"(3) Analyze systematically and present for agency head and presidential review and decision possible alternative objectives and alternative programs to meet those objectives;

"(4) Evaluate thoroughly and compare the benefits and cost of programs;

"(5) Produce total rather than partial cost estimates of programs;

"(6) Present on a multiyear basis the prospective costs and accomplishments of programs;

"(7) Review objectives and conduct program analyses on a continuing, year-round basis, instead of on a crowded schedule to meet budget deadlines.

"The entire system must operate within the framework of overall policy guidance—from the President to the agency head, and from the agency head to his central planning, programing, and budgeting staffs and to his line managers. Fiscal policy considerations and other aspects of Presidential policy will be provided by the Bureau of the Budget in accordance with the President's program. Modifications will also have to be made from time to time to reflect changing external conditions, congressional action, and other factors." [7]

This system will not change the form in which the budget is sent to Congress. It should lead, however, to an improvement in the quality of the data and of the justifications that are submitted in support of the budget.

TWO CENTRAL DOCUMENTS

By May 1 of this year each agency has been requested to submit two central documents of the planning-programing-budgeting system: the *Program and Financial Plan* (PFP), and the *Program Memoranda* (PM).

The Program and Financial Plan of each agency is a quantitative statement, largely in tabular form, of the programs of the agency, organized according to the various main purposes of the agency. Data should be shown for the current year and for as far into the future as it is useful to project. The number of years covered will vary from agency to agency depending on the time horizon of the agencies' decisions. A water resource or timber producing agency, for example, should project further ahead than one that deals with the dissemination of information. Most agencies will project 5 years ahead; but some will do so only for 2 or 3 years, and some will go well beyond 5 years.

The PFP expresses objectives and planned accomplishments, wherever possible, in *quantitative* physical (or output) terms and financial (or input) terms. Physical description of program elements might include, for ex-

ample, the additional capacity (in terms of numbers to be accommodated) of recreational facilities to be built in national forests, the number of youths to be trained in Job Corps camps, the number of hours of Spanish language broadcasts of the Voice of America, the number of children to receive preschool training, and the number of patients in federally supported mental hospitals. In some programs, it may not be possible to obtain or develop adequate measures in quantitative physical terms, but for those programs objectives and performance should be described in as specific and concrete terms as possible.

Where relevant, the physical description of Federal programs should be related to the entire population to be served. For example, a poverty program plan directed at aged poor should describe not only the numbers receiving specific Federal benefits but might well show what proportion of the entire aged poor population is being benefited.

Associated with the physical output data are financial data to show the cost of carrying out the activity. Cost data should be expressed in systems terms. That is, all costs—such as capital outlay, research and development, grants and subsidies, and current costs of operations (including maintenance)—that are associated with a program element should be assigned to that element. These component costs generally can be derived from existing appropriation and accounting categories. Where there are receipts (e.g., the collection of user charges or proceeds from sales of commodities or other assets) an estimate of receipts should also be included.

The PFP will serve many functions. It will reveal some of the future year implications of current budget decisions. It will group programs in a way to facilitate comparison among those with similar purposes. Because it is designed to pull together all of the costs associated with decisions to carry on a given program at a given level, it will provide important data for decision-making. It will help to force choices among programs because not all potential agency activities can possibly be done with the resources likely to be available.

This last point is very important. Criteria by which priorities can be determined are essential to selecting among alternatives. Insofar as possible, priorities should be based on explicit criteria. Without the discipline of having to make explicit choices it is too easy to let things slide—to continue existing programs even though they may be much less valuable than new ones; or, alternatively, to introduce new ones simply because they are new, not because they are demonstrably better.

The PFP is, of course, not fixed. As circumstances change, the PFP should be changed. For example, congressional action, new technology, presidential initiatives, new data on cost or effectiveness will frequently lead to changes in the PFP. At any given point in time, however, there will be a clear summary of the programs the agency head would like to see carried out year by year.

The second central document essential to the planning-programing-budgeting system is the Program Memoranda. It is designed to:

(1) Describe the specific programs recommended by the agency head for the multiyear time period being considered, show how these programs meet the needs of the American people, show the total costs of recommended programs, and show the specific ways in which they differ from current programs and those of the past several years.

(2) Describe program objectives and expected accomplishments and costs for several years into the future.

(3) Describe program objectives, insofar as possible, in quantitative physical terms.

(4) Compare the effectiveness and the cost of alternative objectives, of alternative types of programs designed to meet the same or comparable objectives, and of different levels within any given program category. This comparison should show past experience, the alternatives that are believed to be worthy of consideration, earlier differing recommendations, earlier cost and performance estimates, and the reasons for changing these estimates.

(5) Make explicit the assumptions and criteria that support recommended programs.

(6) Identify and analyze the main uncertainties in the assumptions and in the program effectiveness or costs, and show the sensitivity of recommendations to these uncertainties.[8]

The Program Memoranda are not intended to be simply essays. They are to be hard, analytic, quantitative documents that describe needs, define objectives in precise terms, analyze cost and effectiveness, and state explicit priorities. Assumptions and criteria for choices are to be spelled out; uncertainties are to be identified. These Memoranda will be produced on such broad program areas as the maintenance of farmers' incomes, the retraining of workers with obsolete skills, and the development of new types of nuclear reactors.

In many cases, a basic quantitative program model should be developed and presented. A model should describe the central relationships between variables within the program area. A program model in housing, for example, might show the relationships among income levels, expenditures on housing, housing quality, new construction and demolition, and the specific effect of Government actions. A program model in education might show, for example, some of the relationships among basic human ability, years and type of education, cost of education, and their effect on earning capacity. A model on urban transportation would relate data on travel demand to the cost of highway construction, park-

ing, congestion, accidents, travel time, and other important factors. Models are, of course, simplified versions of the real phenomena being described, but they are badly needed if we are to have a clearer understanding of the effect of existing programs, and of the kinds of new programs that can have the greatest effect.

Adequate analyses of difficult subjects cannot be done immediately—in many cases, it will take several years of continuing endeavor to produce a satisfactory analytic product. Persistent effort is essential to developing useful analyses.

DEMANDS OF THE NEW SYSTEM

The demands that the planning-programing-budgeting system imposes are fairly rigorous. PPBS requires people who are tough-minded, analytical, and not frightened by numbers. Although complex methods of quantitative analysis will not generally be used, some knowledge of these methods is useful. Most important is the desire and the ability to question, to compare, to quantify—and to select, from among alternatives, those programs that will produce the greatest benefits from Government expenditures.

In sum, the task is to build on what has been done and to bring about further improvements. The new planning-programing-budgeting system will not make the hard problems of Government go away. It will not revolutionize the decision-making process. But it will help to improve it.

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[1] U.S. President's Commission on Economy and Efficiency. The need for a national budget. Message from the President . . . transmitting report of the Commission on Economy and Efficiency . . , June 27, 1912 (62d Cong., 2d sess., House Document 854), pp. 8, 139, 217, 290.

[2] Arthur Smithies, *The Budgetary Process in the United States* (New York: McGraw-Hill, 1955), pp. 71–74. 42 *Stat.* (1921) 20.

[3] U.S. Commission on the Organization of the Executive Branch of the Government (1947–1949). Budgeting and accounting. A report to Congress . . . Washington, 1949, p. 8.

[4] 63 *Stat.* 586 (1949); 64 *Stat.* 832 (1950) (New York: McGraw-Hill, 1955), pp. 83–85.

[5] U.S. Commission on the Organization of the Executive Branch of the Government (1953–1955). Budget and accounting. A report to the Congress . . . June 1955 (Washington, 1955), pp. 8–16.

[6] U.S. Bureau of the Budget, *Planning-Programing-Budgeting* (Bulletin 66-3) (Washington: United States Bureau of the Budget, October 12, 1965), pp. 1–2.

[7] *Ibid,* pp. 3–4.

[8] *Ibid,* pp. 8–9.

RECRUITERS ROUNDUP

A RECENT REVIEW of Federal recruiting needs by the Civil Service Commission's Office of College Relations and Recruitment shows that overall agency staffing needs for positions filled from the Federal-Service Entrance Examination, as well as a wide range of other professional and clerical positions, are greater than last year and even significantly higher than anticipated several months ago. Substantial increases in recruiting needs are reported by the Departments of Defense; Commerce; Health, Education, and Welfare; and Housing and Urban Development; and the Agency for International Development.

This is happening at a time when competition for talent is very keen. Many agencies report more difficulty than last year in recruiting clerical employees for the Washington, D.C., area, recent college graduates, and experienced professional people. The reasons cited for the keener competition are the low nationwide unemployment rates, the increased needs of private companies for technical and other personnel, the fact that many college seniors expect to enter military service or go on to graduate school, and the limited number of graduates in such fields as the health sciences.

In view of the tight labor market, Federal managers should review their recruiting programs to determine whether:

- the resources set aside for recruitment are adequate to do the job—and do it well
- the recruiting sources are being fully cultivated through personal contacts and dissemination of current information on vacancies
- the persons assigned to recruiting are the best employees, well trained, and enthusiastic about their recruiting work
- the techniques used in publicizing recruiting needs are imaginative and appropriate to the positions being filled.

In brief, Federal recruiting needs are higher, the labor market is tight, and success this year will require extra efforts in the planning, implementation, and imaginative development of our recruiting programs.

—*Thomas G. McCarthy*
Office of College Relations and Recruitment
U.S. Civil Service Commission

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CSC Provides PPBS Training

by CHET WRIGHT
Office of Career Development
U.S. Civil Service Commission

A PLEASANT SETTING for the Commission's resident PPBS Seminar is provided by the University of Maryland's recently completed Center of Adult Education. The Center is located on the College Park Campus and contains 116 guest rooms, conference rooms for 500 people, a formal dining room, and coffee shop.

THE TASK OF INSTALLING a Planning, Programing, and Budgeting System (PPBS) in most Federal agencies has created a heavy demand for training. As one significant step toward meeting this training need in the executive branch, the Civil Service Commission has developed a 3-week in-residence PPBS Seminar. The course, given at the University of Maryland's Center of Adult Education, will be scheduled on an as-needed basis for the next 2 years. The first seminar was held from February 27 to March 18.

The unique requirements of PPBS have produced unique results in the training field—one of which is an unusually high level of Government-University cooperation. The PPBS Seminar is presented as a joint venture of the Civil Service Commission and the University of Maryland. The resident faculty consists of two instructors from CSC's Office of Career Development and one each from the University's Economics and Business Administration departments. The resident faculty is supplemented by Bureau of the Budget specialists and additional consultants.

The course is designed to achieve three essential objectives: It provides the student with a grasp of the underlying economic base of program budgeting. It provides a working knowledge of the structure of the Planning, Programing, and Budgeting System. It introduces participants to quantitative approaches to the decision-making process and improves their ability to communicate intelligently with expert quantitative analysts on their staffs.

PPBS is an evolutionary system, and continuing development and refinement is certain as we gain experience. A PPB System in a civilian agency will encounter questions which have not confronted the Defense planners where the present body of experience lies. How, for example, does one measure the cost utility ratio of a school lunch program? How should the costs of education be distributed? What is the real worth of education, who benefits, and to what extent? Who should support pure research? Should the costs be shared, and by whom? The analytic tools of PPBS will enable decision-makers confronted with these and similar questions for the first time to develop a solid base of quantitative information which permits comparison of relevant alternatives and produces meaningful and valid information upon which to base decisions. As the skills gained in developing the data to support these decisions become available, they will be fed back into this and other Commission courses to maintain them as vital learning opportunities.

As Mr. Rowen points out in his article (page 5), the Nation stands to gain many benefits from PPBS—benefits that will be determined largely by the professional skills and abilities of those who operate the system. This latter fact, in itself, is more than enough to convince us in the Civil Service Commission that whatever training we offer in PPBS must be precisely on-target and of unusually high quality.

PLANNING THE SEMINAR

Exactly how was the 3-week course developed? The outline of the trial run was structured in consultations with the Bureau of the Budget and the Department of Defense. Course material was developed by the joint faculty, drawing on their professional background, consulting with PPBS staff members and consultants in agencies, and using the growing body of literature—much of which is not yet in general circulation.

Currency of the course is assured by continuing faculty research and contact with the Bureau of the Budget.

Other University of Maryland programs contribute directly to the course, such as the Institute for Defense Analysis' 1-year program in Systems Analysis, and the Doctoral program in the economics of the public sector. Continuing faculty contact and exchange of ideas between these closely related programs are mutually beneficial. In addition, leaders from the executive agencies' PPBS

"REVOLUTIONARY DEVELOPMENT"

On February 23, President Johnson sent a letter to the 273 Federal executives who were attending the second session of the Civil Service Commission's monthly executive orientations in PPBS. The President said:

"By attending this orientation on the Planning-Programing-Budgeting System, sponsored by the Civil Service Commission, you Federal executives are preparing yourselves to take part in a revolutionary development in the history of Government management.

"As I have stated several times, this new approach to budgeting will make possible better informed and sounder decisions. It will allow more efficient and productive investment of our national resources. This is an exciting prospect.

"But no system is better than those who operate and use it. To achieve its full potential, the Planning-Programing-Budgeting System must be widely understood, wholeheartedly supported, and fully utilized throughout the Government. . . ."

staffs provide contact and continuity between faculty and on-going programs.

FACILITIES

The 40 or so participants in each 3-week session enjoy the residential setting of Maryland's Center of Adult Education. Study sessions and discussions that run far into the night make residence a course requirement. The comfortable adult center offers a number of outstanding conveniences. The large new University library is at the disposal of participants. The center provides living accommodations, dining facilities, and conference rooms under a single roof. Participants and faculty live, eat, and work together on a round-the-clock basis—providing a "total experience" environment in which participants have every opportunity to assimilate what is being offered them.

EDITOR'S NOTE—

In a March 15 memorandum to heads of departments and agencies, the President asked the CSC Chairman and the Director of the Bureau of the Budget to organize an education program in PPBS techniques at several universities. He also asked agency heads to nominate some of their most able people for this training.

CSC CHECKLIST

A selection from recent CSC issuances that may be of special interest to agency management:

- Bulletin 300–8, Special Youth Opportunity Programs.
  —summarizes the various programs to aid disadvantaged young people, points out the distinguishing characteristics of each, and, in a chart for quick reference, presents an overall picture of all the opportunity programs of major interest.

- FPM Letter 331–1, Modernizing the Recruiting and Examining System
  —Presents the Commission's plan for a major overhaul of the recruiting and examining system in order to obtain the highest possible caliber employees for the Federal service and to make the system more responsive to the needs of the Government and the public.

- FPM Letter 531–32, Acceptable Level of Competence
  —amends part 531.407 of the Civil Service regulations to require that all Federal agencies follow uniform procedures for reconsidering negative determinations of an acceptable level of competence.

- FPM Letter 550–13, Regulations Governing the Method of Payment and Coverage of Severance Pay
  —issues regulations on computing severance pay for employees who are separated involuntarily, but not "for cause," from the Federal service and defines who is entitled to severance pay.

- FPM Letter 211–3, Veteran Preference Provision of the Veterans' Readjustment Benefits Act of 1966
  —amends the Veterans' Preference Act to extend appointment preference to peacetime veterans of the Armed Forces who served on active duty, exclusive of training, for more than 180 consecutive days after January 31, 1955. Not included is service as 6-month reservists or National Guardsmen.

- FPM Letter 713–3, Equal Employment Opportunity Regulations
  —transmits the Commission's regulations on equal opportunity in employment.

—Mary-Helen Emmons

ADP Billboard:

VA Modernizes Personnel Operations

by MARTIN WISH, *Chief*
Systems and Reporting Division
Office of Assistant Administrator for Personnel
Veterans Administration

THE VETERANS ADMINISTRATION completed the installation of its Personnel and Accounting Integrated Data pay system—PAID—in February. The final conversion to this system was phased out over a 14-month period starting in January 1965, and covered 223 field stations and the central-office headquarters in Washington. This fully integrated data processing system encompasses the computer preparation of personnel actions, followup notices and forms, the compilation of employment and personnel statistics, and central payroll processing with related cost accounting reporting.

The heart of the system is a file of master records on magnetic tape, centrally maintained at the VA Data Processing Center at Hines, Ill., containing basic personnel information for each of VA's approximately 165,000 full- and part-time employees. This file is kept up to date by weekly submissions of personnel data through punched card input. Time and leave data are fed into the system biweekly. Paychecks and bonds are centrally written by the Treasury Department from payroll and bond tapes prepared biweekly at the Hines Center, and are mailed to VA stations or direct to addresses furnished by employees. Computer-prepared personnel actions are returned to field stations weekly, and numerous other personnel forms and notices are provided to stations on a monthly basis. The computer also produces employment and other personnel statistical reports monthly without additional input from operating personnel offices.

The automation of personnel operations in the Veterans Administration represents what may be termed a giant leap forward in the simplification of personnel paperwork. The new system modernizes—in one massive stroke—paperwork practices that have remained essentially the same in the VA, as well as in most other Federal establishments, during the last 20 years. The new look extends to all three areas of personnel processing operations: (1) the initiation and preparation of formalized personnel actions for accessions, changes, and separations; (2) personnel recordkeeping including the maintenance and updating of service records, periodic screening for followup actions, and preparation of forms and documents associated with this function; and (3) the periodic reporting of personnel and employment statistical data to agency headquarters for both internal and external reporting purposes.

HOW "PAID" PAYS OFF

In processing personnel actions under the PAID system only the *Request for Personnel Action*—appropriately

A VIEW OF the VA Data Processing Center at Hines, Ill. (*VA photo*)

coded—is manually prepared. From this basic input document, a magnetic tape record for an employee is established, changed, or deleted, as the case may be, and a *Notification of Personnel Action,* the official personnel appointment, change, or separation document—previously manually typed—is computer-generated and returned to the field station personnel office weekly. By automating the preparation of *Notification of Personnel Action,* the VA has eliminated manual typing of approximately 300,000 personnel actions a year. Equally significant is the fact that within-grade increases and conversions to career tenure, representing approximately 25 percent of all personnel actions processed at field stations, are now completely automated. That is, all necessary paperwork associated with these actions is computer-generated with no input required.

In the case of within-grade increases, the field station is furnished a notice, 4 months prior to the month in which the employee is scheduled to complete the waiting period, stating that the employee is scheduled for a within-grade increase and indicating the proposed effective date. A copy of notice is sent to the employee's supervisor to serve as a reminder that he must review the employee's work performance and counsel him, if necessary. Four pay periods prior to the scheduled effective date of the increase, a *Notification of Personnel Action* containing an "acceptable level of competence" statement for completion by the supervisor is automatically generated by the Data Processing Center and sent to the personnel office. The form is sent to the supervisor for signature of the certification, if in order, and return to the personnel office. If the certification has been signed by the supervisor, no further processing action on the part of the personnel office is required. On the effective date of the within-grade increase, the Data Processing Center automatically adjusts the employee's tape record to reflect the within-grade increase—pay is adjusted and a new *Service Record Card* generated. On receipt of the *Service Record Card,* the personnel officer authenticates the personnel action which contains the previously signed "acceptable level of competence" certification and makes appropriate distribution. In those cases where the "level of competence" certification is not signed by the supervisor, the personnel office notifies the Data Processing Center prior to the effective date of the within-grade to withhold the increase.

Another bread-and-butter phase of personnel operations that lends itself dramatically to automation is the "personnel recordkeeping" activity. Under the PAID system, the recordkeeping function is almost completely automated. The *Service Record Card* is computer-prepared as a byproduct of an accession action and is automatically replaced with an updated card whenever any items of data are changed. The computer-generated *Service Record Card* is prepared in duplicate by the computer. The duplicate—a specially designed *Employee Record Card*—is sent to the operating element for its use. This not only eliminates the need for manually preparing and updating employee record cards, but assures the consistency and currency of personnel data between the personnel office and the operating supervisor. In addition, the periodic manual screening has been replaced with an automated "tickler" review of the tape records. This monthly tickler run generates such items as the proficiency report forms for physicians, dentists, and nurses; letters for annual renewal of appointments of consultants; placement followup notices; review of employee's probationary or trial period forms; advance notices of mandatory retirement; reminder notices for service pin eligibility; and notices of outstanding performance ratings of record.

The automation of the recordkeeping activity has eliminated manual preparation of approximately 35,000 service record and employee record cards, the manual maintenance and updating of approximately 165,000 cards in both the personnel office and the operating element, and the tabbing and untabbing of service record cards for followup purposes, as well as the monthly screenings and the preparation of numerous forms related to followup actions.

AID TO REPORTING

VA's employment and personnel statistical reporting is an integral part of the PAID system and a byproduct of its operation. For many years prior to PAID, VA's employment reporting system was handled through a punched card system on conventional EAM equipment. This involved the preparation and monthly submission of code sheets reflecting individual accessions, changes, and separations, through a network of 40 tabulating machine sections, 18 summarizing stations, and finally to our central-office data processing activity for agencywide summarization. In July 1964, as a first phase of the installation of the PAID system, partial master records, containing basic personnel data were simultaneously established for all VA employees. The successful accomplishment of this one-time conversion—and installation of an interim system for updating the information—resulted in an ability to generate agencywide statistical reports immediately for both internal and external use. Separate input reflecting individual personnel actions for employment reporting purposes is no longer necessary. All necessary agencywide statistical reports are now computer generated as a byproduct of the total system. Both reporting timeliness and accuracy have improved substantially.

SUMMARY

To recap, the most significant features of the PAID system—the features which, from the personnel viewpoint, are particularly noteworthy—are as follows:

First. The *weekly* processing of accessions, separations, and changes to the master file of personnel data

results in the ability to return computer-generated notification of personnel actions and related service record cards to field stations each week. In this way, timely distribution of the official documents to employees and the Civil Service Commission is assured.

Second. Although computer-generated notifications of personnel actions are centrally prepared, field-station personnel officers are still responsible for final authentication of the personnel action before release to the employee. In this way, the basic responsibility of the personnel officer for legality and accuracy of a personnel action is undiluted.

Third. The system provides for the computer preparation of actual forms or notices rather than tickler name listings, which in turn would require preparation of a variety of forms by the personnel office. This, of course, saves a substantial volume of typing.

Finally. Agencywide employment and personnel statistical data for reporting purposes is essentially a byproduct of normal processing cycles of the system. Reports such as the *Report of Federal Civilian Employment,* SF–113, for example, are centrally produced, without special input from field stations, shortly after the end of each month and reflect the personnel activity and employment at all of Veterans Administration's field activities through the last day of the previous month.

The foregoing description of the personnel phase of the PAID system can only provide a gross picture of the effect of the new look on day-to-day operations in the personnel office. Although it is too early to fully assess the total impact, feedback and experience to date clearly confirm our expectations as to the advantages to be derived from the system.

In sum, clerical paperwork at personnel offices has been reduced. Accuracy is increased and records are generally "cleaner." The volume of manual reports that would have been required of field stations—were it not for PAID—has been substantially reduced. Agencywide employment reports are more timely and more accurate and, in addition, a significantly expanded bank of personnel data is readily available for management purposes.

The Veterans Administration's PAID system—a system fully responsive to field station operating needs—provides an excellent example of the potential of automation for modernizing and increasing the efficiency of personnel processing and records activities.

TRAINING DIGEST

TRAINING IN PPBS

When the Bureau of the Budget required 22 agencies to develop planning-programing-budgeting systems for the 1966 spring budget review and encouraged 17 others to take similar steps, several training needs were immediately apparent. PPBS, first applied extensively in the Department of Defense, provides quantitative information for the use of top-level decision-makers so that they may make the best use of resources to achieve policy objectives.

To meet the training needs, representatives of the Commission, in consultation with Bureau of the Budget officials and others, have taken several steps. First, CSC's Office of Career Development is offering 2-day sessions each month for executives to orient them in the PPB System and give them an understanding of its impact on the decision-making process.

Second, the Office of Career Development is offering a 3-week seminar for managers who need a more thorough understanding of the PPB System. A report on this course, first given in March, is given on page 10 of this issue.

CONFERENCE POINTS TO OBSOLESCENCE

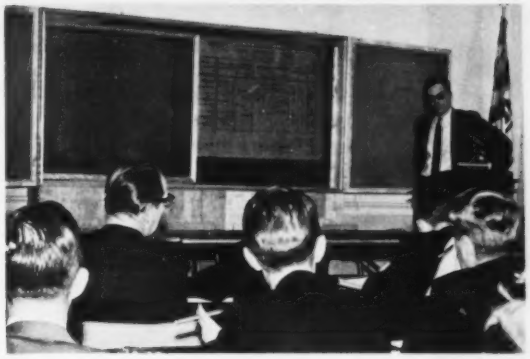
Skills obsolescence creates the main training problem for scientists and engineers, conferees at the University-Federal Agency Conference, Indiana University, agreed in November. Some of the recommendations by the conference were:

- Frequent in-service training.
- More effective utilization of off-campus study centers.
- More intensive training for future managers of scientific and engineering programs.
- Development of college programs for mature scientists.
- Increased allocation of funds for education of Federal scientists.

A report of the conference is being drafted for presentation to the Chairman of the Civil Service Commission.

CONGRESSIONAL FELLOWS INCREASED

At the suggestion of the President, the Congressional Fellowship Program has been expanded. Seventeen fellows from 13 Federal agencies joined the program last November. Thirty-two fellows who were Federal em-



PETER SZANTON of the Bureau of the Budget discusses the new Governmentwide system of Planning-Programing-Budgeting with participants at the Civil Service Commission's first PPBS Seminar held at the University of Maryland from February 27 to March 18.

ployees have gone through this program in the past 4 years.

In addition to Federal employees, fellows selected by the American Political Science Association from outside of Government include 7 political science professors, 1 law professor, 7 journalists, and 5 students from overseas.

TRAINING OF NEEDY YOUTH AND ADULTS

Descriptions of six of the programs to provide training to needy youth and adults using Federal facilities are given in CSC Bulletin 300–8. It points out two major categories of trainees: (1) those who are trained without being appointed as Federal employees, and (2) those who are given appointments. The first group, often called enrollees, is paid from Economic Opportunity Act funds. The second group is, of course, paid from salary and expense appropriations of the employing agencies.

Other issuances on the same topic include: Bulletin 300–6, Department of Labor directive authorizing Federal agencies to serve as hosts to trainees; Bulletin 300–7, information about the status of enrollees; and FPM Letter 213–6, increasing from 15 to 16 the number of hours needy youth may work while going to school.

HIGH SCHOOL EQUIVALENCY EXAMINATION

High school equivalency examinations are given in most States, reports the American Council of Education in Bulletin 5, 1966 edition. Two Civil Service Commission regions, Dallas and St. Louis, have programs which facilitate the taking of General Educational Development tests to obtain high school diplomas.

TRAINING NOTES

Over 16,100 Federal employees from 63 departments and agencies attended 432 different training sessions given by the Civil Service Commission in fiscal 1965. Sixty-five percent of the training was in the field. The top three areas of coverage were courses for middle managers, courses for supervisors, and ADP courses.

The 1966–67 Interagency Training Bulletin is now being issued. Regional training bulletins will be issued later in the year.

Personnel Management for Personnel Specialists, a new course for persons with experience but few academic courses in personnel administration, is being given for the first time in April. Participants will meet 1 full day a week for 8 weeks.

Advanced Staffing and Placement is another new, week-long course for experienced employees in the GS–200 occupational group. It was recently given and will be repeated this year.

Management and the Negotiated Agreement, a 3-day seminar, was given in January for Federal managers for the first time by the Office of Career Development. Plans are being made to repeat the course and to open it to supervisors.

Reading improvement was greater in trainees who used book-centered training than in those who used machine-centered methods, report Dan H. Jones and Theodore J. Carron in *Personnel Psychology,* Autumn 1965.

The ADP Management Training Center is now fully operative. A part of CSC's Office of Career Development, the center offers training in ADP for management, ADP career skills, and ADP-related management sciences.

Management and Group Performance, offered last year only in the Washington, D.C., area, is now also offered in half of the Commission's regional offices. The course provides training for operating-level managers above the first-line supervisory level.

The 1965 White House Seminar Program included over 5,000 undergraduate students from 660 colleges. Two Government-wide sessions were conducted and the rest of the training was conducted within the agencies to which they were assigned.

The Youth Opportunity Campaign resulted in the summer placement of over 34,000 young people in Federal agencies. A report issued by the Office of Career Development summarizes agency developmental programs and gives guidelines for instructing supervisors of youth.

A National Teacher Corps was created by the Higher Education Act of 1965. Both qualified teachers and inexperienced teacher interns will be made available by the Office of Education to schools in low-income areas. Corpsmen will not be Federal employees although they will be covered by the Federal Employees' Compensation Act and the Tort Claims Act.

—Ross Pollock

"We are proud of you and we congratulate you. You ladies honor your sex and your Government and your professions by your accomplishments." President Johnson greets Miss Boyls, Dr. Gill, Miss Parsons, Miss Davis, Dr. Merriam, and Mrs. Van Cleve.

Sixth Annual

Federal Woman's Award

ON FEBRUARY 28, PRESIDENT JOHNSON received the six winners of the Federal Woman's Award for 1966 at the White House, where they were presented to him by Mrs. Katie Louchheim, Deputy Assistant Secretary of State and Chairman of the Trustees of the Federal Woman's Award. CSC Chairman John W. Macy, Jr., CSC Commissioner Robert E. Hampton (Vice Chairman of the Trustees of the Federal Woman's Award), and top officials from the winners' agencies joined in the tribute. Calling the achievements of the Award winners a reminder that American women can hold their own in every segment of our national life, the President characterized the underutilization of American women as "the most tragic and the most senseless waste of this century."

"Today millions of bright young women would like to train for professional careers, and we discourage them," the President said. "Today millions of mothers seek gainful employment to provide a better life for their children, and yet we discriminate against them. Today millions of women with grown children seek new meaning in their lives through a second career, and then we ignore them.

"The Federal Government has sought to correct this situation, particularly within its own ranks," he continued. "Our policy, since I became President, has been to hire and to promote on the basis of ability alone. In that period the number of women in jobs paying $10,000 or more has already increased by 26 percent. Yet despite such advances and similar advances in the private sector of our economy, this problem remains largely unsolved."

The President gave some examples of future manpower requirements. "In the next decade alone," he said, "we will need 900,000 additional school teachers and college instructors; 1 million additional specialists in the health services; 800,000 additional science and engineering technicians; 700,000 additional scientists and engineers; and 4½ million additional State and local employees, exclusive of our teachers.

"The requirements in these fields alone will be 110,000 additional trained specialists every month for the next 10 years. That requirement cannot be met by men alone; and unless we begin now to open more and more professions to our women, and unless we begin now to train our women to enter those professions, then the needs of our Nation just are not going to be met."

The President then announced that he was setting up a study group on careers for women, made up of the 36 women who have received the Federal Woman's Award over the past 6 years.

"I expect the members of this study group to probe deeply into the problems of the working woman," he said. "I want them to tell us which career fields appear to offer the greatest promise for our women. I want them to tell us what our colleges and universities can do to help young women to prepare and to train for these fields. I want them to tell us what we can do to change the attitudes of employers toward hiring women. I want them to seek new ways of making Government service attractive to women who have demonstrated ability.

"The time has come for the American woman to take her rightful place in American society. We are about to take a major step toward that goal."

Federal Woman's Award Winners
comprising the
Study Group on Careers for Women

1961-- Beatrice Aitchison, Ruth E. Bacon, Nina Kinsella, Charlotte Moore Sitterly, Aryness Joy Wickens, and Rosalyn S. Yalow.

1962-- Katherine W. Bracken, Margaret H. Brass, Thelma B. Dunn, Evelyn Harrison, Allene R. Jeanes, and Nancy Grace Roman.

1963-- Eleanor L. Makel, Bessie Margolin, Katharine Mather, Verna C. Mohagen, Blanche W. Noyes, and Eleanor C. Pressly.

1964-- Evelyn Anderson , Gertrude Blanch, Selene Gifford, Elizabeth F. Messer, Margaret W. Schwartz, and Patricia G. van Delden.

1965-- Ann Z. Caracristi, Elizabeth B. Drewry, Dorothy M. Gilford, Carol C. Laise, Sarah E. Stewart, and Penelope H. Thunberg.

IRENE PARSONS

Assistant Administrator for Personnel, Veterans Administration — for her unique record of achievement in developing a personnel management program of the highest standing among Federal agencies, through her dedication to serving the needs of management, her understanding of civil service requirements, and her uncommon concern for the dignity of the individual employee.

JOCELYN R. GILL

Program Chief, In-Flight Sciences, Manned Space Science Programs, National Aeronautics and Space Administration—for her outstanding leadership and excellent performance in the selection of experiments and the scientific training of the Mercury and Gemini astronauts to prove man's value as a scientific investigator in space.

1966

FANNIE M. BOYLS

Hearing Examiner, National Labor Relations Board—for her expert legal knowledge, keen judgment, and unusual ability in conducting hearings and evaluating evidence in the most complex and difficult labor relations cases, and for her outstanding contributions to the effective application of the Civil Rights Act and the Voting Rights Act.

STELLA E. DAVIS

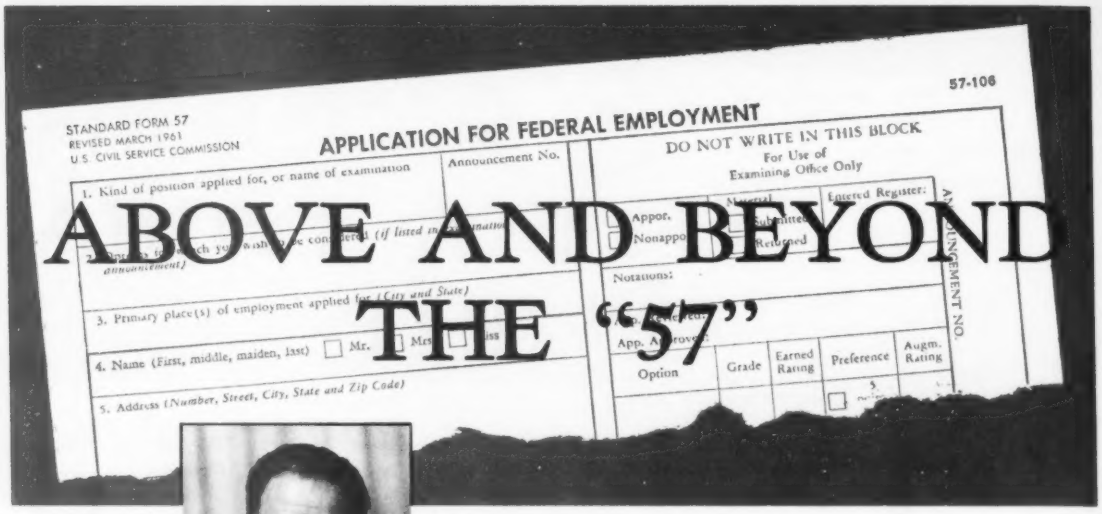
Desk Officer for East and South Africa, United States Information Agency—for her exceptional ability and achievement in fostering better understanding between the United States and the emerging nations of East and South Africa through imaginative and effective information programs to interpret American culture to the African people.

IDA C. MERRIAM

Assistant Commissioner for Research and Statistics, Social Security Administration, Department of Health, Education, and Welfare—for her pioneering achievements in research and statistical studies of all aspects of social insurance and economic security and her distinguished contributions to the evolution of the United States social security program.

RUTH G. VAN CLEVE

Director, Office of Territories, Department of the Interior—for her creative administration of the territories of Guam, the Virgin Islands, American Samoa, and the Trust Territories of the Pacific Islands, and the enrichment of the lives of their people through development of housing, education, health, and economic progress.



ABOVE AND BEYOND THE "57"

by KIMBELL JOHNSON, *Director*
Bureau of Personnel Investigations
U.S. Civil Service Commission

THE MAN AT THE BIG DESK was a Federal official rather high in his organization. He was holding an SF–57, *Application for Federal Employment,* and he was frowning.

"Here it is," he sighed, "one of the best and most useful forms in Government, as far as it goes. I just wish it went a little farther."

The listener wanted to know why. "Because it is an excellent portrait of a man," the official replied, "but it's a *self*-portrait. It doesn't tell me anything about his personal qualities and attributes. It doesn't tell me if the man's personality wears well or poorly. It doesn't tell me much about his leadership or whether he's a self-starter, or whether he has always been a front man for someone else's work."

He slipped the 57 into a file, and the file into a desk drawer. "I wish I could talk to his boss," he said. "It would certainly help me make the right selection."

Indeed, "talking to the boss" is sometimes possible, but more often the appointing officer must be content with the applicant's statements, plus written recommendations and such voucher information as may be obtainable. Very often written recommendations solicited by the applicant himself prove to be remarkably flattering and highly unrealistic.

Yet there is a way in which the appointing officer can do the next best thing to "talking to the boss"; in fact, can know the feelings of all the applicant's bosses throughout his employment career.

More and more Federal agencies are discovering and using Civil Service Commission investigations as a selection device, a means of identifying and selecting applicants of top quality and top potential. Long a requirement for suitability and security determinations, the reports of CSC investigators now have a much wider use: that of bringing into sharp focus a picture of the whole man. To those agencies which utilize CSC investigations to the fullest extent, the reports provide the equivalent of a personal talk between agency officials and the people who have known the applicant best—from all angles—throughout his working life.

Naturally, an investigator will not always routinely ask every question the appointing officer might have in mind. For that reason, such agencies as USIA, NASA, the Peace Corps, the Agriculture Department, and the Secret Service have provided special factors tailored to their needs, which are covered in the investigations performed for those agencies.

USIA CUTS OVERSEA RETURNS

The U.S. Information Agency was a pioneer in this area. It was concerned whether persons sent overseas might, because of their temperament or other reasons, be unable to adjust to the demands of an overseas environment.

In view of the expense involved when it becomes necessary to return an unsatisfactory employee to this country,

USIA determined to improve its selections to the point where most of those who might become maladjusted overseas could be recognized and eliminated *before* the trip instead of afterward.

To this end, the agency asked CSC to develop additional, specialized information as part of the full field investigation by expanding the coverage to ascertain whether the applicant has the attributes required to meet and deal successfully with people overseas and to adjust to a foreign environment. This step, in conjunction with other steps to tighten the selection process, has resulted in a marked decline in the number of poor selections.

NASA SELECTS ASTRONAUTS

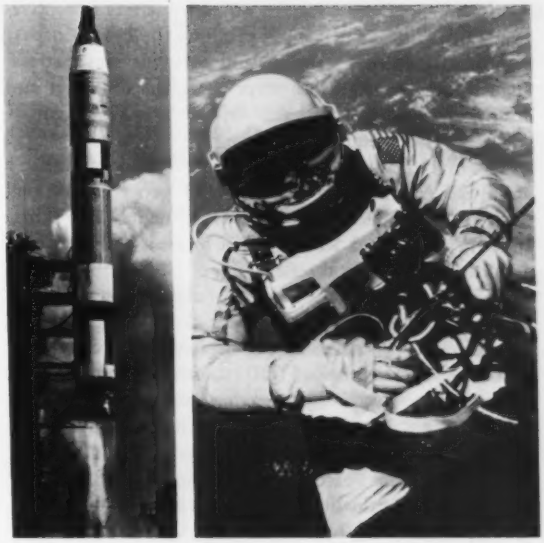
When an astronaut splashes down in the Atlantic and is suddenly placed in a new orbit of Presidential phone calls, press conferences, and hero worship, NASA is confident he will take it in stride. What's more, the agency feels sure his wife and family will be equal to the strains and pressures of the occasion. This confidence has proved extremely well placed in the past, and surprise has been expressed in a few quarters that NASA has been lucky enough to choose excellent physical specimens who were not only top-notch pilots and competent technical men, but also experts at public relations, able to meet the press and turn a neat phrase at the microphone.

Luck has very little to do with it. NASA planned its selection process from the beginning to turn up just such men, and the only occasion for surprise may be that they have been able to find so many.

NASA screens its candidates most carefully in all the traditional ways, including extensive and careful interviews to provide quick evaluations of poise and oral expression. Then, prior to a final decision, each strong candidate who seems a likely selection is given a full field investigation by the Civil Service Commission.

Commission investigators are given a list of 15 special factors to be covered. These are designed to provide a detailed picture of the prospective astronaut's personality, his behavior under stress and sudden emergency, his ability to work with others under trying conditions, and his ability to express himself orally and in writing.

The picture has been expanded to provide information on the applicant's wife, his children, and complete immediate family. It is safe to say that when the reports are read by NASA officials they know each astronaut better in some respects than he knows himself. They not only have a full picture of his character, abilities, and personality, but information on his reactions where life or death might be at stake, how quickly he could solve difficult problems of a practical nature, and how well he might be able to fit the role of a national hero. The Chairman of the Astronaut Selection Committee, Donald K. Slayton, put it very simply: "The Committee has found these (CSC investigative) reports of invaluable assistance in the Astronaut selection process."



ASTRONAUT SELECTION—"Commission investigators are given a list of 15 special factors to be covered. These are designed to provide a detailed picture of the prospective astronaut's personality, his behavior under stress and sudden emergency, his ability to work with others under trying conditions. . . ." *(NASA photos)*

CHARACTER STILL COUNTS

In such investigations there is no lack of emphasis on the individual's personal habits, morals, and loyalty to the United States. But these and other "character" factors being established, the investigation provides much additional and highly pertinent information, tailored exactly to the needs of the agency.

It is obvious that no selection process is infallible. A man who has always acted in a certain way in the past may change in the future. But the number of such changes appears small, and the addition of a Civil Service Commission full field investigation as a selection device has been found to make a substantial reduction in the number of selection errors.

This point is underscored in a comment made by Peace Corps psychologist Lewis R. Goldburg. He has said that full field investigations are invaluable in keeping selection procedures close to everyday life and enabling the selecting officials to evaluate all aspects of a candidate's personality.

PEACE CORPS BUILDS A MOSAIC

The Peace Corps is another agency which employs a highly sophisticated selection process, ranging from written tests, personal interviews, written recommendations, and full field investigations to evaluations by qualified psychiatrists and psychologists. The background in-

vestigation includes coverage on such matters as motivation (a candidate's reasons for joining the Peace Corps); emotional maturity, stability, and behavior under stress; adaptability (flexibility to meet changing situations and ability to adjust to a different environment); and initiative and resourcefulness.

The investigator seeks information about a candidate's ability to get along with all races of people at various economic and educational levels, his hobbies and skills, and whether he has what it takes to meet and deal successfully with people abroad.

Even after his selection, a successful candidate is closely observed during his training period. Then the entire picture is brought into focus in what has aptly been termed a "mosaic," made up of information and judgments drawn from a multiplicity of sources and viewpoints.

The pieces that make up the mosaic are many and varied. Besides the investigative report, it includes all the data from the Peace Corps pretraining assessment of the candidate; evaluations during the training period by all who teach him; plus evaluations by his peers, by a physician who examines him physically, by a psychiatrist and a psychologist who observe his adaptive behavior, and by Peace Corps representatives who know the country to which he will be assigned.

This is the mosaic, and on it selection officers base a final decision: whether or not to send the candidate overseas.

On some occasions this complicated selection process has failed. But failure is a rarity here, despite the many thousands of volunteers considered. In the vast majority of cases the system has produced exactly the type of candidate the Peace Corps is seeking. This is even more remarkable when one considers that most Peace Corps candidates are young and have little experience. Their characters and personalities are still developing. They have not yet had many years in which to demonstrate what manner of men or women they are. Nevertheless, the generally favorable publicity which has attended most Peace Corps activities gives evidence that the selection process has been successful.

Peace Corps officials have frequently expressed their appreciation for the contribution of civil service investigators toward the success of their program. Edwin R. Henry, former Director of Selection with Peace Corps on loan from the Standard Oil Company of New Jersey, and now a private consultant, wrote: "The CSC investigation . . . involves detailed interviews with the individual's employers, friends, and neighbors about his skills, competences, attitudes, and typical behavior; it does not focus on such matters as security-loyalty considerations or aberrant behavior, and includes no evaluative judgments—these are made by the field selection officer. As a reportorial document it makes possible the proper assignment and utilization of many applicants who might otherwise be rejected for lack of skills and work habits that cannot adequately be demonstrated in even a 3-month training program. I wish such information were available to those of us who have to make employment and placement decisions in industry."

SELECTION OF PEACE CORPS VOLUNTEERS—"The investigator seeks information about a candidate's ability to get along with all races of people at various economic and educational levels, his hobbies and skills, and whether he has what it takes to meet and deal successfully with people abroad." (*Peace Corps photo*)

A FINE-SCREEN CHALLENGE

During the early part of 1965 the Commission on White House Fellows faced a mountainous job. They had received 3,100 applications from which to fill a total of 15 positions. These were no ordinary positions, for a White House Fellow receives a 12-month tour of duty at the highest levels of Government: sitting at the elbow of the Vice President, a member of the White House staff, or one of the Cabinet Officers.

The directive from the President to the Commission on White House Fellows was clear and unmistakable. The persons selected must be young men and women of tremendous potential, who could be expected to rise eventually to positions of top leadership in their chosen fields. Furthermore, they would be expected to share with others their knowledge of how the Government operates, so they must be persons already oriented to civil involvement.

Again, the selection process was thorough and exacting. The 3,100 applications were reduced to about 150 by desk review, and the 150 people were personally interviewed by regional panels made up of leaders in commerce, education, and industry. From the group interviewed, 45 finalists were picked to come to Washington for 3 days of interviews in depth at a location near the capital, where a blue-ribbon committee of nationally known leaders from a variety of fields lived in close proximity to the candidates throughout the 3 days.

In addition, the 45 finalists were all given a thorough background investigation by the Civil Service Commis-

WHITE HOUSE FELLOWS—"the 45 finalists were all given a thorough background investigation by the Civil Service Commission. Special factors were covered to bring out such matters as intellectual honesty and courage in addition to character and loyalty, ability and leadership qualities, and extent of participation in civic activities."

sion. Special factors were covered to bring out such matters as intellectual honesty and courage in addition to character and loyalty, ability and leadership qualities, and extent of participation in civic activities.

Members of the selection committee expressed astonishment at the amount of information obtained, the thoroughness of the coverage, and the real pertinence of the information to the selection task at hand. Most of them had never visualized the possibilities of this technique as part of the selection process, and it obviously set them thinking. The 15 persons selected as White House Fellows appear to have been the outstanding candidates from among the 3,100 who applied, and reports of their performance thus far bear out this view. Officials close to the Commission on White House Fellows feel that the background investigation was an important factor in making enlightened selections.

HOW IT IS DONE

By what methods does the Civil Service Commission secure this specialized information? The methods are actually no different from those employed in the Commission's usual reimbursable investigations, which are required by law or Presidential directive to assure that all persons privileged to be employed in the Government service shall be reliable, trustworthy, of good conduct and character, and of complete and unswerving loyalty to the United States. Whenever a person is being considered for a position that is sensitive in terms of the national security, a full field investigation must be made. This is a personally conducted investigation covering the applicant's adult life.

The investigation consists of checking appropriate records at the local and national levels, plus personal interviews with present and former employers, supervisors, fellow workers, references, neighbors, school authorities, and other associates. Where special information is requested by the hiring agency, CSC investigators ask additional questions of those persons in a position to supply the information.

Insofar as possible, the Commission attempts to tailor its coverage to the exact needs of the agency. But even when making only the usual full field investigation, without special requirements, CSC investigators habitually secure a well-rounded picture of the man and his personality. Thus, the standard CSC security investigation can be of great value as a selection aid, even without tailor-made "special factors."

During fiscal year 1965 the Commission completed 31,698 full field investigations.

WHO ARE THE INVESTIGATORS?

What about the men who are trusted to conduct these investigations? What sort of investigation is made of them? The investigative staff of the Commission is a prime example of the specialized use of investigative data. And while USIA was referred to as a pioneer in this field, the CSC began even earlier to require the establishment of special "affirmative qualifications" when investigating for its own staff.

Commission investigators are chosen with a great deal of care. A concerted effort is made to select them from as wide a variety of fields of study and experience as possible. Not only must they have the personal attributes and ability to develop into competent investigators, but they must also have the potential to move into technical or managerial positions in other Commission activities as well. When we select an investigator we feel we may be hiring a future regional director or bureau chief, and in fact many former investigators have moved into the highest echelons of the Commission.

To be appointed, the prospective investigator must qualify through the Federal-Service Entrance Examination, must pass a panel interview, and then undergo a thorough preappointment investigation. Both the interview and the investigation stress the affirmative qualifications necessary for success in this kind of work. High on the list is ability to meet and deal with people of all kinds and at all levels. Other essentials include tact, initiative, adaptability, resourcefulness, soundness of judgment, discretion, and industry.

After appointment, investigators are given intensive training, supervised by top-notch people, and promoted as their performance merits. (*over*)

It will be observed that this article does not speak of electronic eavesdropping devices, the polygraph, or any of the publicized electronic investigative techniques. This is because Civil Service Commission investigators do not use such devices, and have never done so. CSC investigators do indeed investigate, carefully and thoroughly. But their work is accomplished in a straightforward manner, without subterfuge, through personal interviews and record searches, in all of which the investigator is openly and properly identified by his official credentials.

In covering questions of suitability, Commission investigators are trained not to set up any arbitrary or unrealistic standards of morality or conduct. In fact, the investigator does not make any decision on a case, nor does he recommend one. If so much as a suggestion of the investigator's opinion is detectable in the report, it is sent back for revision.

Since the people he contacts have differing standards, and express their opinions with varying degrees of bias, the investigator is under firm instructions to dig behind the opinion and the bias for the actual facts—for actions and events the witness has observed. When the information is secondhand, efforts must be made to get it firsthand.

It frequently happens that our investigations serve to clear the applicant of gossip and innuendo against him. Our investigators are interested in knowing about a man's reputation, because the reputation itself may be significant for some types of positions. However, we find many instances where a man's unfavorable reputation is clearly undeserved, since the facts of the case do not bear out the gossip. That is the reason we put so much emphasis on factual reporting, and let the facts speak for themselves.

It should go without saying that questions about the applicant's race, religion, and politics are taboo. When persons interviewed volunteer this type of material, it falls on deaf ears and does not go into the report.

Investigators are likewise careful in their interviews that they secure information and do not give it out. It is no part of our program to blacken the name of an individual, and we employ the greatest care not to do so.

It should be noted that CSC investigations are conducted with the consent of the person investigated. The application form contains a notice that all statements made in the application are subject to investigation. Thus the act of applying gives implicit consent to the necessary inquiry.

AVAILABILITY OF REPORTS

The Civil Service Commission conducts full field investigations for a wide variety of Federal agencies on a reimbursable basis. Costs of the investigations are paid from a revolving fund, and the fund is reimbursed by the agencies requesting the investigations. The reports prepared by CSC are furnished to the security office or personnel office of the agencies served.

Since the reports are confidential in nature (though they do not ordinarily carry the defense classification of "Confidential"), the Commission requires that they be given careful handling and that they be read only by authorized persons having an official need for the information. We urge that agencies make the reports available to the selecting officer. There is no specific grade level at which the right to utilize CSC investigations is permitted or prohibited by the Commission. However, the type of position for which the investigation would ordinarily be utilized as a selection device is most often at a level where the selecting officer would be a bureau director or other key official.

A NEW DIMENSION

It might be time for the Federal official at the big desk to pull out that SF–57 and take another look. If it involves a position whose incumbent will later receive a full field CSC investigation as a matter of course, the selecting officer might be well advised to request the investigation before appointment, not after.

Arrangements for the use of background investigations are made by agencies, rather than by individual appointing officers, and as a general rule the establishment of special factors is handled on the basis of interagency negotiation, usually where fairly large numbers of appointments are involved.

In most cases the positions concerned have previously been designated as sensitive, so they qualify for the scheduling of a background investigation under Executive Order 10450. In other cases (such as positions in the Peace Corps and USIA) background investigations are required by law.

Where appropriate under public laws or Executive order, Civil Service Commission investigations have enabled several Government agencies to supplement the familiar SF–57 with additional, highly specialized information. This new dimension can be supplied when three factors are present: (1) There must be suitable authority to conduct a full field investigation, (2) the investigation must be conducted prior to appointment, and (3) for best results, the investigators must know in detail the specialized questions the selecting officer wants answered.

When these factors are present, the results are most advantageous to the individual who profits from a perceptive selection, to the agency which fills its job with the best qualified man, to the Government, and to the country.

That means all of us.

QUOTABLE:

—from an address by BERNARD L. BOUTIN, Deputy Director, Office of Economic Opportunity, at the Civil Service Representatives Conference, February 28, Washington, D.C.

♦ . . . THERE HAVE BEEN TIMES when I have looked back on my own childhood and said, "I guess we were poor and never even knew it." Maybe some of you have said, or thought, precisely the same thing.

Since I've gone to work in the War on Poverty, I have learned at least a couple of things—one of them is that, if I had been poor, I certainly would have *known* it. And the second is, if I were really poverty stricken in my youth, the chances of my being here before you today would have been awfully small.

What I am going to attempt to do, to the best of my ability, is to define my terms.

—Poverty has a smell, and a taste, and a feel.

—Poverty is a rat-infested tenement in a ghetto.

—Poverty is the taste of moldy bread and watery soup in Appalachia.

—Poverty is an American child whose stomach aches from hunger.

—Poverty is an illegitimate teenage boy stealing food for his mother and brothers and sisters.

—Poverty is an unemployable man on welfare being gouged by a slum landlord.

—Poverty is a man who goes to jail because he has no idea of his legal rights under the Constitution.

—Poverty is a migrant farm worker who bends his back with an empty stomach reaping the rich rewards of the soil.

—Poverty is the breeder of drug addiction, of alcoholism, of prostitution, of smoldering hate and violence.

—Poverty is the feeling of hopelessness and frustration and fear that grips nearly 32 million American citizens.

HOW MANY OF US here have wondered—why don't "they," and we always speak the word—"they"—why don't "they" help themselves? Why must "they" be violent? Why must "their" crime rate be so high?

I ask you, when will "we" begin to understand—how like a living death it must be to wake up every morning and know that for the rest of your life you will live in this stench. And that your legacy to your children will be the same hopelessness and frustration and fear with which you have lived.

No, the portrait of poverty in America is not a pretty one. It presents an aching problem to this Nation. A problem that affluent Americans cannot solve solely through an annual contribution to their community chest, or by the belief that their share of the tax-dollar that goes into welfare programs will solve the problem.

The War on Poverty, like the war in Viet Nam, is a great national undertaking and must have the active support of all Americans.

As a Federal program, supported by the tax-dollars of the people of this Nation, the War on Poverty is, of course, open to criticism. A good deal of the criticism from the press, from Members of Congress, and others, has been constructive, and much of it we have found helpful. But another type of criticism has come our way—a criticism that is cynical, that is doubtful of our purpose, that frankly is destructive of our efforts to eradicate poverty in America.

The President of the United States recommended to the Congress, in his State of the Union message, that we "prosecute with vigor and determination, our War on Poverty."

And despite the economic demand of our activities in Viet Nam, President Johnson has recommended in his budget that we spend an additional $250 million in the next fiscal year in this effort **to bring the full promise of America to all of its citizens.**

But despite this, the ugly American has a new partner—the cynical American. And I say to you, we must not heed this voice of the cynical American who substitutes doom, and failure, and despair, for hope, opportunity, and progress.

LET ME BE NOT MISUNDERSTOOD. I am not saying that the War on Poverty has not made mistakes in the past, is not making mistakes now, or will not make mistakes in the future.

The United States Government has also embarked in recent years on great new programs of medical research—space research—research into the problems of mental retardation, and many other areas. No rational human being should expect that we will find all of the answers to these problems in our first efforts. We will, of course, go up many blind alleys before we find the doorway, whether it be finding a cure for cancer, or finding a cure for poverty. But we have made great strides. We have had our successes, in a very short time, and we shall continue this effort, and we shall succeed. So I challenge the cynical American to throw over his easy criticism and join us in this great war.

I WOULD LIKE to trace for you, just briefly, where we've been and where we're going in a few of our various programs. . . .

Discusses Community Action Program, Upward Bound, Legal Services Program, Migrant Farm Workers Program, Head Start, The Job Corps, Neighborhood Youth Corps, and Vista.

I think a great step forward has been taken to bring Federal job opportunities to the poor by the establishment of the new Civil Service Interagency Boards.

Recently, reading an article about this new system, three points in particular struck me as being most important:

First, that each board will be made up of the top management officials of the principal Federal agencies in the area to be serviced. The interagency cooperation to be gained is self-evident.

Second, that each board will provide one-stop employment information service in 65 areas of the Nation. I believe that this Government has provided more avenues of help and advice to its citizens than any other Government in the history of the world. But having accomplished this, we have been less successful in making it easy for the citizen to take advantage of the assistance that is available to him. With the complexity of programs and job opportunities available within the Federal Government, the one-stop information center has become an absolute necessity, and I am just delighted to see that it is included in the new Civil Service Board System.

The third point I would like to read to you directly from that article in your own *Civil Service Journal*. It says, "Board officials will interpret and explain Federal manpower needs to private citizens, educators, and organizations concerned with the job-readiness training of disadvantaged citizens, and will seek to obtain the maximum participation of these individuals and groups in the staffing of Federal activities."

I am sending a copy of this article to every one of our regional directors, with that particular sentence underlined. This function can have a tremendous impact upon the programs of O.E.O. . . .

I am sure that those of you in the field, who will be most concerned with this new board system, can anticipate the utmost cooperation from our O.E.O. regional directors and their associates.

I would like to say a word, too, about the important role of the Civil Service Commission in the area of equal employment opportunity.

As Chairman Macy said in a speech last November, the Civil Service Commission is hardly a newcomer to this problem of equal opportunity in employment. However, the Chairman went on to point out the goal now is not only equal opportunity but equal results.

As you are aware, millions of the poor in America are among the minority groups. The faster and the better that we do our job in Government, the faster and the better will private industry in America follow along.

The future of this great Nation rests not only on our efforts in space, in Viet Nam, and the emerging nations of the world. It rests also with assuring every American citizen equal rights, not the least among these being the equal right to job opportunity. ♦

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—from an address by JOHN W. MACY, Jr., Chairman, U.S. Civil Service Commission, at the National Convention of the American Personnel and Guidance Association, April 3, Washington, D.C.

♦ . . . THE FEDERAL GOVERNMENT, as the Nation's largest and most important single employer, has been charged by President Johnson with the duty of setting an example of positive action on behalf of youth to all other employers. The people in the Government agencies have responded to the President's charge with tremendous enthusiasm, and with impressive results. . . . We recently made a spot check of scattered Government installations concerning their experience during the past few months as participants—through actual employment or by serving as training "hosts"—in the President's Youth Opportunity Back-to-School Drive, Neighborhood Youth Corps, Vocational Work-Study Program, Job Corps. . . . The comments of the employers were informal, sincere, and revealing. Here are a few:

—"Supervisors were skeptical at first, but they want more of these employees now. The youngsters have noticeably improved their skills, particularly clerical skills and typing."

—"When first hired they were a mess, but most have really improved themselves in their dress, behavior, and interest in the training. They have gained self-confidence."

—"There has been startling success with some of the students."

—"The agency is enthusiastic about the program, and considers it a good experience for the supervisors who are usually accustomed to people already trained. They see from their experience with these youngsters what can be done with careful training to bring employees into high production."

. . . If I have taken a disproportionate amount of time on this subject, it is because I feel so strongly about its value and its importance, and because I want you to feel it as strongly as I do. . . . ♦

More about

THE INTERAGENCY BOARD PROGRAM

by RAYMOND JACOBSON, *Director*
Interagency Board Program
U.S. Civil Service Commission

APRIL 1966 MARKS THE OPENING of the first of 65 Interagency Boards of U.S. Civil Service Examiners. By December of this year, all 65 will be open for business. As they move into full operation, there will be a gradual elimination of the 668 existing single-agency boards of examiners.

What is an Interagency Board? Why is such a change taking place? How much of a change is it, after all, and how will it affect Federal agencies and prospective Federal employees?

These questions and many more are being asked throughout the Federal community, wherever there is interest in the quality and timeliness of staffing—in shipyards, arsenals, supply depots; in central, regional, and district headquarters; in scientific, medical, and technical research laboratories; and in all of the other enormously varied institutions and offices comprising the executive branch of the Government.

This article is designed to answer these questions and provide a glimpse of the future.

WHAT WE HAVE NOW

The great bulk (85 percent) of all career appointments in the competitive civil service are made from examinations conducted by boards of examiners. Each board is made up of officials of the agency establishment, although a few "joint" boards have members from several establishments. The work of the boards in announcing examinations, evaluating applicants, establishing lists of eligibles in rank order, certifying eligibles for agency consideration in filling jobs, etc., is carried out by a typically part-time staff, employees of the "host" agency. (Only 11 percent of the boards have enough workload to warrant full-time executive secretaries.)

The basic idea of having civil service examinations conducted by boards of examiners is fundamental to the Federal civil service system. The Civil Service Act of 1883 contemplated that examining would be done by boards of agency employees established by the Commission, but that such examinations would be under the control of the Commission. In the early days of the civil service system, this was the method used. The Commission had no staff and all examining was done through boards. By 1890, we were in trouble. Examining backlogs built up; the boards were not being adequately staffed. As a result, the Commission gradually sought appropriations and built up its own professional corps of examiners.

Over the next 40 or 50 years, the proportion of examining workload performed by Commission staff in relation to that performed by boards of examiners shifted gradually until more than half of all job placements were being made as a result of Commission examining.

The emergency nature of the staffing problem immediately following World War II is well known to most of us. The civilian branch of Government had grown enormously. Competitive examinations leading to civil service status were not given during the war years. Consequently, we had a tremendous problem of recruiting for current and ongoing needs, as well as of applying competitive examining procedures to the continued staffing of positions occupied by nonstatus personnel.

It was recognized early that the Commission work force was numerically inadequate even to come close to doing the total job. In addition, it was recognized that examining for many occupations required the professional competence of the operational personnel in the particular fields of work. The only solution to this problem was a very

broad expansion of the board-of-examiners program. New boards were created and the examining jurisdictions of existing boards were expanded. This increased board program resulted in a significant trend toward an ever higher percentage of total placements being made through board examining.

Many of the hundreds of boards that were organized during the immediate postwar period performed truly outstanding service, and many of them still do. The examinations they conduct are frequently of high quality, responsiveness to the specific needs of the board's parent agency is usually prompt, and relatively few errors are made. Most of our problems do not stem from the quality of the effort of individual boards. They stem rather from the fragmented nature of the program as it is carried out through the total system.

As originally conceived, boards of examiners were established to handle the examining operations for positions relatively unique to the parent agencies' missions. Some boards examined for only one or two positions, while others examined for a broad range of positions. As time went on it became necessary to expand the role of the boards to include examining for many of the common-type jobs such as clerk, typist, stenographer, engineer, accountant, etc. Also, it soon became clear that there are very few instances of an occupation that is truly unique to one agency. Even in highly professional and technical occupations, there are typically several Government departments and agencies with important demands for employees with that particular background.

The result of this fragmentation has been confusion—confusion both to potential applicants and to agencies. An applicant for a particular kind of job may, by diligent searching, find that there are many examinations open for that kind of work, each announced by a different board. He then is faced with deciding which to file for—one, two, or all of them. If he files for more than one, he may later be bewildered (understandably so) by receiving, for example, a rating of 76 from one board and an 82 from another. Experience has shown that no two boards can consistently be expected to give identical ratings to the same applicant. As in school, no two teachers grade precisely alike, even though the standards may be the same.

Even more difficulty is encountered by the applicant who wants to consider Federal employment but isn't certain what kind of job he can qualify for. His particular background may well qualify him in a large number of examinations under a wide variety of job titles.

From the agency's viewpoint, this fragmentation causes problems because no agency can meet all its needs by service from any one office—even if it maintains an active board of examiners. The task of knowing where to go for an appropriate list of eligibles has become extremely complex. The search all too frequently ends at a blank wall—there simply is no appropriate list. The result, of course, is asking for and receiving authority to appoint someone who meets the minimum standards for the job, pending establishment of a register. This is the so-called TAPER appointment. Nine thousand of these TAPER appointments were made last year, far more than seems really necessary. Further, the speed and quality of service received from a board frequently seems to vary widely, depending on whether or not the requesting agency is the "host" of the particular board.

THE MODERNIZATION PROGRAM

The Commission, over the past several years, has been looking closely at the total system of examinations, the proliferation of boards, and the fragmentation of examining described above. This searching review resulted in a decision that a change is necessary—a decision made by the Commission after consultation with agencies, employee organizations, and veterans groups, and with the full endorsement of the President.

This decision is to modernize the total recruiting and examining system. The major goals of this modernization are:

(1) Creation of a network of 65 Interagency Boards of Examiners to supplant the present board structure.*

(2) Revision of the examination structure itself to insure available lists of eligibles for all vacancies on a much more comprehensive basis than in the past.

(3) Provision of one-stop information about all kinds of Federal jobs to a much higher proportion of the general public.

WHAT IS AN INTERAGENCY BOARD?

An Interagency Board is comprised of top-level management officials of the Federal establishments within the Board's area of jurisdiction. It will operate through a board of directors elected by and serving as a kind of executive committee of the Board. The Commission's Regional Directors are working closely with agency heads, with the cooperation of Federal Executive Boards or Federal Executive Associations where available, to establish these Boards.

Each Board will be staffed by a full-time executive officer and personnel staffing specialists on the rolls of the Civil Service Commission. The agencies will provide, as they have in the past, professional experts in specific occupations to serve on rating panels and as advisors to the staff on matters pertaining to their specialties. This organization will afford services essential to the task of staffing the agencies within its geographic area with quality people.

*The Post Office Boards of Examiners are not to be incorporated at present into the Interagency Board network pending further joint study with the Post Office Department.

Each Interagency Board will be a link in a nationwide network of Interagency Boards and the facilities and services of all the Boards will be available to each agency through the Board of which it is a member. The appointing or requesting officer of the agency will always know where to turn for service regardless of the type of position he may want to fill. The executive officer of the Board of which he is an active participating member will become deeply involved in the total placement needs of his participating agencies, and will bring to bear factual knowledge of the network facilities in making the resources of the entire network of Interagency Boards available to the agency.

A wide variety of flexibilities are being built into the Interagency Board system to ensure that this kind of service is, in fact, provided. Where necessary to meet service needs, a local office of an Interagency Board can be established at a location away from the headquarters city. Agency officials can be designated as special examiners to carry out designated parts of the examining function at the agency site. Lists of eligibles can be decentralized, in whole or in part, to meet recurring staffing needs at distant locations. In the absence of eligibles available for particular jobs at particular locations, various short-cut examining devices are available or will be developed to avoid the need for noncareer appointments.

The total Interagency Board network is financed by the participating agencies, with the amount of payment dependent upon number of accessions and the employee population of the agency. Thus, agencies will be putting their resources into the Interagency Board structure on an equal-sharing basis, instead of individually financing their own separate single-agency boards, or, as has been true in a few cases, drawing on the facilities of other agency boards while maintaining none of their own.

EFFECT ON AGENCIES

The Interagency Board with its one-stop service capability, is an extension of the staffing machinery of the agencies which it serves. It has the capacity, knowledge, and interest to become deeply involved with an agency in its staffing activities. Through closer coordination of planning and activities with the Board, an agency will reap numerous benefits through the association in terms of high quality of eligibles available to it and immediate response to its needs. Agencies, of course, will still retain their primary responsibilities for their own staffing—both by identifying and forecasting staffing needs as far in advance as possible and, equally important, by intensive, personalized recruiting campaigns to encourage a large number of highly qualified competitors to apply for the specific job the agency needs to fill.

The centralization of examining activities into 65 Interagency Boards will *not* mean that each of the new Boards will announce examinations and establish lists of eligibles for every kind of job filled within its geographical area. It is expected that each Interagency Board will have lists of eligibles for all jobs where the labor market is typically local in nature. However, for jobs with a naturally broader area of recruitment, other arrangements will be made. Entry-level and higher-level professional, administrative, and technical positions particularly require a broader base for recruitment to ensure the opportunity of choice of the best qualified from among a large number of applicants. Many such jobs can be best filled on a national basis; others from broad regional areas; etc.

Detailed plans for this important step in modernizing the examination system are still being developed. Basically, however, our objective is to group together into a single examination related positions for which the recruiting sources and qualification requirements are similar, rather than to examine separately for each such position. Under this method, applicants may be considered for several positions for which they qualify rather than only one or two. Also, the network facilities of the Interagency Boards eventually will permit an applicant to be considered for positions in geographic areas other than that in which he has applied, if he so desires.

The most obvious benefit to the public derived from Interagency Boards is the opportunity to obtain from a single source information on job opportunities available. Previously information of this type was often available only from the agency involved and it was necessary for an applicant to contact all agencies in which he would be interested in working to learn of opportunities. Also, there was no local source of information on jobs in other parts of the country. The Interagency Boards, by making this information more easily accessible to the public, will be both helping to improve quality of eligibles through increasing the number of applicants, and meeting the Government's responsibilities in guaranteeing equal employment opportunity to the public.

MOVING AHEAD

We have discussed in this article the Interagency Board as it will exist when the system has undergone its full transition. But, by necessity, the transition is to be a gradual one. Services being rendered by the present boards must not and will not be interrupted. The Interagency Board program is the result of long and careful planning with every consideration given to the necessity of continuing, without interruption or compromise, the services being provided under the present board system.

The continuing transition will see the gradual assumption of examining and related responsibilities until, by the end of 1967, the Interagency Board network is expected to be fully operational and will be meeting the highest standards of service to both the Federal community and the public.

The AWARDS STORY

(USMC photo)

WHY AN AWARDS PROGRAM

—Excerpts from an address by CSC Executive Director Nicholas J. Oganovic at the Civil Service Employee-of-the-Year Awards luncheon, Philadelphia, Pa., January 26, 1966.

♦ SURVEYS MADE by the behavioral science people invariably show that "recognition for good work" is ranked high in importance when employee attitudes are surveyed. For example, Dr. Frederick Herzberg of Western Reserve University found that "recognition for good work" ranked number two in his research study reported in his book *The Motivation to Work*. More recently a research study by Texas Instruments Corporation, reported in the Harvard Business Review of January 1964 under the title "Who Are Your Motivated Workers?" again showed "earned recognition" as ranking second among all of the factors influencing favorable attitudes by the employee.

A *positive* action program to grant distinctive recognition at the time it is earned is the basic purpose of the awards program. We need to make positive use of the awards program particularly with our people at the lower and middle grade levels where their work is often routine, where they don't have the intense challenge faced by a research scientist, where they don't have the stimulating variety of work that managers and many professional staff experience. The work at these lower levels is just as important. The mission of the agency won't get done effectively without spirited and enthusiastic interest at all levels.

We want to use this program to *encourage* our people to be cost conscious, to be alert to bottlenecks and operating problems and constructive ideas for their solution, to use their initiative, and to have a never-ending commitment to search for improvement.

THERE ARE MANY FACTORS that foster the all-too-common bureaucratic attitude of "play it safe—don't do anything new or different." One of these factors is a widespread tendency on the part of employees to accept at face value such statements of the oldtimers as: "Well, it has always been this way. Someone must want it done that way and, by gosh, that is the way we're going to do it."

But do we actually want our employees to follow like sheep—or to be two-legged mice following the pied piper down the old roadways that get worn out and lead to waste, inefficiency, and obsolescence? Of course we don't. But are we doing enough to forestall it?

If we tune in our radio sets on the employee channel, we would probably keep hearing employees say to one another: *"They* ought to do this, and *they* ought to do that, and if *they* would only do this." Unfortunately, in many cases the employee is reluctant to pass his idea on to *"they."* Consequently, the problem never gets solved. This is one reason we need active employee suggestion programs so that the employee knows it is customary to pass his idea on to management as a suggestion. This gets the problem out on the table where it can be solved.

The General Electric Company has a slogan that I like: "Progress is our most important product." We ought to have a slogan like this. Perhaps we would have to modify it a little and say "Progress is one of our most important products." But we do need this kind of commitment to progress and improvement.

EVERYBODY KNOWS that our first-line supervisors, and our middle management, are very busy people. They are often so immersed in the daily pressure of getting out the work and meeting the deadlines that they don't have time to think about progress and improvement.

Even worse, the pressure of daily work sometimes causes them to react unfavorably when an employee suggests an improvement. It is all too human and too easy to say to the employee, "Don't bother me with that now— I've got to get this work out by 5 o'clock." When this happens, employee initiative and the spirit of progress go down the drain. To offset this human tendency, perhaps we need a commitment that every supervisor at the end of the year will be required to show some employee-initiated improvements in his operations.

In industry the manager often decides in advance each year how much he is going to invest in research. Then he makes sure it is used in such a way that he gets his money's worth. I wonder if the Government manager shouldn't be thinking of a similar procedure where he will decide in advance how much he will invest in motivational awards for excellence. And then follows through to be sure he gets the very best value for the taxpayer's dollar by applying the bulk of the awards money to operations that have an exceptionally good record in carrying out the mission or that have shown some significant improvement in the operation.

In any event, we in management have to make the best possible use of our available tools to motivate employees to strive for high quality in their work . . . to give the citizens the best possible service . . . to be aggressive in looking for improvement . . . to get the maximum results from every man-hour and every dollar that the Government uses.

Our major tools for achieving these results include a quality recruiting and examining program, an effective training and development program, an efficient merit promotion program, and a positive program for awards and quality pay increases.

LET'S USE ALL these tools to build a hard-hitting and constantly improving Federal work force. ♦

HIGHEST HONOR—At the budget signing ceremony on January 24, President Johnson had a second item on his agenda. He presented the President's Award for Distinguished Federal Civilian Service to WILLIAM F. McCANDLESS (above center), Associate Director for Budget Review, Bureau of the Budget. Citing Mr. McCandless for "extraordinary effectiveness in serving five Presidents in the annual development of the Federal budget," President Johnson also paid tribute to the skill, imagination, and energy of the Budget Bureau staff. The President is shown presenting to Mrs. McCandless the pen he used to sign her husband's citation.

LEGAL DECISIONS

RESIGNATIONS

In the *Paroczay* case (see *Journal* Vol. 3, No. 1, and Vol. 4, No. 2) the courts established the principle that a separation on the basis of a resignation is an adverse action when the employee can show that the resignation was involuntary. Another aspect of the subject of resignations was recently considered by the courts for the first time in the case of *Haine* v. *Googe et al.*, District Court, New York, December 14, 1965. Plaintiff submitted her resignation on Friday, June 26, 1959, to be effective on July 11, 1959. On Monday, June 29, before any action had been taken on the resignation, she submitted a letter withdrawing it. No reply was made to this letter of withdrawal. On July 10 she was notified that she would be separated on July 11 notwithstanding her withdrawal request. In the absence of statutory provision or previous judicial decisions that would be controlling, the court looked to the common law cases for guidance. Under the common law, the rule was that a public officer could withdraw his resignation at any time prior to its acceptance. This was a corollary of the rule that a public officer whose resignation had been submitted but not yet acted upon remained under a duty to perform the functions of his office. The court therefore held that the plaintiff's resignation should not be held to constitute an irrevocable act or one of which she can be relieved only by the consent of the agency. The court denied the Government's motion to dismiss and set the case for a hearing to determine whether the case had been timely filed.

In another recent case involving resignation, *Dabney* v. *Freeman et al.*, Court of Appeals, District of Columbia, December 28, 1965, the court upheld the Commission's conclusion that plaintiff's resignation was voluntary. She had sought to persuade the court that the Commission's conclusion was arbitrary or capricious.

EMPLOYEE-MANAGEMENT RELATIONS

Disputes arising under the program for employee-management cooperation in the Federal service established by Executive Order 10988 must be settled within the executive branch and not by the courts. This was the ruling of the Court of Appeals, District of Columbia, in two recent cases. In a case briefly noted in the last issue of the *Journal, Manhattan-Bronx Postal Union* v. *Gronouski,* decided July 29, 1965, the union was seeking reversal of the Postmaster General's refusal of exclusive recognition of the union as the representative of certain employees in

the New York City Post Office. To secure this recognition the union was required to obtain a majority of the votes in a "representative election." The Post Office Department had adopted a policy that 60 percent of the eligible voters must vote before the election would be considered a "representative election." *Manhattan-Bronx* received a majority of the votes, but only 57 percent of the eligible voters voted.

The court pointed out that Executive Order 10988 represents in essence a formulation of broad policy by the President for the guidance of Federal agencies. The President did not undertake to create any role for the judiciary in the implementation of this policy. Congress has given the District Court many important functions to perform, but they do not include policing the faithful execution of Presidential policies by Presidential appointees. The court therefore affirmed the District Court's dismissal of the suit.

The other case, *National Association of Internal Revenue Employees* v. *Dillon,* decided January 27, 1966, involved a decision of the Secretary of the Treasury to exclude criminal investigators, employed in the Intelligence Division, Internal Revenue Service, from voting in exclusive bargaining representation elections. The court affirmed the District Court's dismissal of the case, repeating the principle laid down in the *Manhattan-Bronx* case.

AGENCY REGULATIONS

In 1958 the Court of Claims in *Watson* v. *United States,* ruled that the failure of an agency to comply with its own regulations invalidated the removal of one of its employees. Two recent cases have further refined the principle established in the *Watson* case.

In one of these, *Perkitney* v. *United States,* Court of Claims, January 21, 1966, plaintiff claimed that his removal was invalid because he had received only 4 days' notice of the final decision in his case, while the agency regulations required 5 days' notice. He pointed out that in the case of *Stringer* v. *United States* the court had invalidated the removal of a veteran who received only 29 days' advance notice instead of the required 30. The court pointed out that the *Stringer* case involved a violation of fundamental procedural rights created by the Veterans' Preference Act. In this case the court felt that the defective notice of final decision was not a violation of a right provided by statute and was not of such importance as to require invalidation of the removal.

In the other case, *Mendelson* v. *Macy et al.,* Court of Appeals, District of Columbia, January 13, 1966, the alleged violation of regulation was the failure of the reviewing officer to consider the entire transcript of the hearings before a committee that had reviewed the proposed adverse action. The court found that there had been substantial compliance with the regulation. "The Associate Administrator relied upon the lengthy summarization of the hearings provided by the Committee report, a report which, as has been noted, has been praised by appellant's counsel for its fairness. We cannot say, on this record when read in the light of all the relevant regulations, that reliance was so misplaced as to require reversing the judgment below."

MISCELLANY

In other cases the courts made the following decisions:

- Ruled that the condition imposed on Federal employee residents of certain localities excepted from section 9 of the Hatch Act, i.e., that the permitted political activity be on a purely nonpartisan basis, was a reasonable exercise of the Commission's discretion under section 16 of the Hatch Act. *Democratic State Central Committee for Montgomery County* v. *U.S.C.S.C.,* District Court, Maryland, January 25, 1966.

- Disallowed plaintiff's claim for overtime compensation for telephone stand-by duty performed in his home during hours in excess of the regular 40-hour workweek, on the basis of *Rapp* v. *United States* (*Journal,* Vol. 5, No. 3). *Moss* v. *United States,* Court of Claims, December 17, 1965.

- Held that in discharge action taken under 5 CFR 2.106(a)(4)—disqualification for intentional false statements—the Government has the burden of establishing intentional falsification. *Weinberg* v. *Macy et al.,* Court of Appeals, District of Columbia, December 22, 1965.

- Ruled that the statute authorizing a 25-percent differential for employees in the Canal Zone is mandatory and that a regulation of the Secretary of the Army which reduced the differential for some employees and disallowed it for other employees was invalid. *Canal Zone Central Labor Union* v. *Fleming,* District Court, Canal Zone, November 9, 1965.

- Held that a probationary employee removed on charges was not entitled to a hearing or an appeal under departmental or Civil Service Commission regulations. *Medoff* v. *Freeman,* District Court, Mass., October 14, 1965.

- Upheld veteran's removal on charge of disrespectful conduct based on statements he made in a letter to the commanding officer of his installation. *Perkins* v. *United States,* Court of Claims, January 21, 1966.

—John J. McCarthy

SHELF-HELP

PLANNING, PROGRAMING, BUDGETING

There are no "cookbooks" on PPBS. There is no one volume that one can breeze through and master the subject. However, there are some excellent works that can provide the reader a solid grasp of the system's underlying concepts. The following books are arranged in a sequence to provide a logical reading program for a person with little understanding of the conceptual framework of PPBS.

Decision-Making for Defense. Charles J. Hitch. University of California Press, 1965. 78 pp.

The broad concepts of PPBS and the historical background leading up to the inauguration of this system in the Department of Defense are clearly and concisely laid out by Mr. Hitch in this series of lectures at the University of California at Berkeley. This is by far the most readable treatise on the subject and an ideal starting point for the beginner.

The Economics of Defense in the Nuclear Age. Charles J. Hitch and Roland N. McKean. Atheneum, 1965. 405 pp.

This is the closest thing to "the book" on the subject. It is tough reading, but absolutely necessary to gain an understanding of how economic reasoning and systems analysis have been used to look at military problems. The subject is handled nonmathematically, except for an appendix written by Alain C. Enthoven. Mr. Hitch stresses that decisions involving the allocation of resources for military purposes are economic decisions (and always have been) and he emphasizes the necessity of relying much more heavily on systematic quantitative analysis to "determine the most efficient alternative allocations and methods." What is important to keep in mind in reading this book is that Mr. Hitch is describing a sophisticated approach for decision-makers to formulate policy.

Program Budgeting . . . Program Analysis and the Federal Budget. David Novick, editor. Government Printing Office, 1965. 236 pp.

The key chapters in this very useful publication are Arthur Smithies' "Conceptual Framework for the Program Budget," Gene Fisher's "The Role of Cost-Utility Analysis in Program Budgeting," and McKean and Anshen's "Problems, Limitations, and Risks." The remaining six chapters are descriptions of actual and potential applications of the program budget idea. Such areas as the space program, transportation, education, health programs, and natural resource activities are explored within the context of program budgeting. David Novick's chapter on the Department of Defense capsulizes DOD's experience with the system.

Program Budgeting . . . Program Analysis and the Federal Budget. David Novick, editor. Harvard University Press, 1965. 370 pp.

This is the same book that is described above (published by the Government Printing Office), except for the differences in printing, a hard cover, and three additional chapters. Melvin Anshen has added two worthwhile chapters on the Federal budget, and George Steiner has added one on problems in implementing a program budget.

Measuring Benefits of Government Investments. Robert Dorfman, editor. The Brookings Institution, 1965. 414 pp.

This book tackles the knotty problems of applying systems analysis to hard-to-measure social programs. Skeptics of this type of analysis will enjoy the format which features the author (an academic) presenting his study, then a critique by an experienced bureaucrat, followed by a rebuttal by the author. This is technical, but stimulating.

Economics, An Introductory Analysis. Paul A. Samuelson. McGraw-Hill Book Company, 1964. 810 pp.

For persons who studied economics years ago or need to start from scratch, this is the place to start. Of its 38 chapters, numbers 1, 2, 4, 19, 20, 21, 22, 23, and 25 are relevant to PPBS. The overall approach is quantitatively oriented.

—William A. Medina

PRESIDENT'S ADDRESS—

(continued from page 1.)

IF OUR MAGNIFICENT young men can die for freedom in a foreign land, how can we refuse any of them a full measure of freedom and opportunity here at home?

Our Government has long been one avenue by which members of minorities have entered into full participation of our national life.

As of June 1965, the Government had about 375,000 members of minority groups on its rolls, of which 308,657 were Negroes. Negroes accounted for 13.5 percent of the Federal work force, while they actually made up approximately 10 percent of our overall population. Negro employment has increased during the 3 years ending June 1965 by 5.3 percent, while total Federal employment increased by only 1.6 percent during the same period.

During the same time frame, the number of Negroes in high paying jobs has increased significantly, but we must not rest on our laurels. We still have a long way to go before we can claim full and equal opportunity as a fact in our Government life.

The Civil Service Commission, acting under the authority of Executive Order 11246, has issued new regulations which will become effective on and after April 3d. These new regulations call upon you to undertake action programs. Let me underline that word "action." Action to achieve the great objective of equal employment opportunity. Chairman Macy of the Civil Service Commission will be my eyes and ears to see that we get action.

These plans must tax the limits of our imagination and our creativity. They must go beyond the limited objective of eliminating discrimination. If we are going to have equal employment opportunity in the Federal Government, we must attack the problem on many fronts.

If members of minority groups can't be employed because they can't find housing, then we must find housing. If they can't be employed because school systems do not give them the necessary education, then we must work with the school systems to see to it that the right kind of training is provided.

If they can't be employed because there is no vocational training available in the community, then we must see to it that we have programs that provide specialized training to help them meet their needs.

These and a host of other actions are open to us. We must take them. Almost a year ago I spoke to the graduating class at Howard University. Last June, I said that, "It is not enough just to open the gates of opportunity. All of our citizens must have the ability to walk through those gates."

WHEN THE HISTORIANS catalogue these times in which we now live, if it is written that we were fair men who tried to bring decency and equality into American life, then, I believe our great-grandchildren will be proud.

It is more than doing what is needed. It is doing what is right.

If there lives somewhere in this great Nation one man or one woman whose talents could advance the cause of our country, and those skills are buried because of discrimination, the tragedy is vast and the Nation is the loser.

In the last year, we have tried to do some things to break, for the first time, these barriers in leadership.

A Negro scholar and exceptional Administrator for the first time sits in the President's Cabinet.

The brilliant Solicitor General of the United States is a Negro, the first to hold this high office. An exceptional Negro is now the first of his race to sit on the Federal Reserve Board of this Nation. A most charming and intelligent lady is our first woman to be both an Ambassador and a Negro. For the first time, an able Negro lady is a United States Federal Judge.

THESE ARE A FEW of the breakthroughs in which reason and sanity triumphed. So I challenge each of you here today, and each of you within the sound of my voice, to try to accept this as your own creed.

With your leadership and with your personal commitment to this objective, I have high confidence and great hope that we can build a government where talent and energy and integrity will prevail and where discrimination will not.

U.S. GOVERNMENT PRINTING OFFICE : 1966 O—210-645

Chief, Logistics and Mathematical Statistics Branch, Office of Naval Research; Timothy J. May, Managing Director, Federal Maritime Commission; Dr. Bruce N. Ames, Research Chemist, National Institutes of Health; Lester R. Brown, Agricultural Economist, Department of Agriculture; Robert A. Frosch, Deputy Director, Advance Projects Agency, Department of Defense; Dr. Gerald S. Hawkins, Astronomer, Smithsonian Institution; and Dr. Wilmot N. Hess, Chief, Laboratory for Theoretical Studies, National Aeronautics and Space Administration.

FOUR DIFFERENT PLANS, each suggesting possible changes in the Federal system of annual and sick leave, have been sent by the Civil Service Commission to Federal agencies and union leaders for comments. The Commission pointed out that it does not favor any one of the plans above the others. Accomplishment of changes would require Congressional action.

APPEAL RIGHTS have been given to Federal Classification Act employees who are denied their periodic within-grade salary increases. New Civil Service Commission regulations on this subject went into effect January 27. Since then, employees denied a regular within-grade increase have had the right of appeal to the Civil Service Commission.

SUMMER EMPLOYMENT was on the minds of young Americans last November and December, judging from the flood of applications received by the Commission for its Office and Science Assistant examination. Open for the first time this winter, the examination drew more than 136,000 applications from persons seeking basic eligibility for summer jobs from GS–1 through GS–4, which will be filled on a competitive merit basis. For positions in the Washington area, priority will be given to applicants residing outside Maryland, Virginia, and the District of Columbia, in order to bring in highly qualified young people from all over the Nation. Some 105,000 applicants appeared to take the examination, and 78,000 eligibilities resulted from the examination program.

JOSEPH B. GOLDMAN, General Counsel for the Civil Aeronautics Board, has been appointed a member of the Civil Service Commission's Advisory Committee on Hearing Examiners, Commission Chairman John W. Macy, Jr., announced February 16. He replaces John H. Wanner, former CAB General Counsel, who resigned from the CAB and the Committee late in 1965.

VETERAN PREFERENCE is extended to all honorably separated members of the Armed Forces who have served on active duty (other than for training) for more than 180 consecutive days after January 31, 1955, by the Veterans' Readjustment Benefits Act of 1966. Specifically excluded is service as a 6-month Reservist or Guardsman. The Commission has issued implementing regulations.

FEDERAL CIVIL SERVANTS have been described in various ways. In his message on civilian pay President Johnson referred to them as "unequaled." His words: "Among the many blessings which Americans can count is a corps of Federal civil servants that is unequaled anywhere in the world. Honest, intelligent, efficient, and—above all—dedicated, these men and women represent a national resource and a national asset."

NEXT ISSUE of the *Civil Service Journal* (April–June) will carry an index to articles and special features published in Volumes 1 through 5.

—Bacil B. Warren

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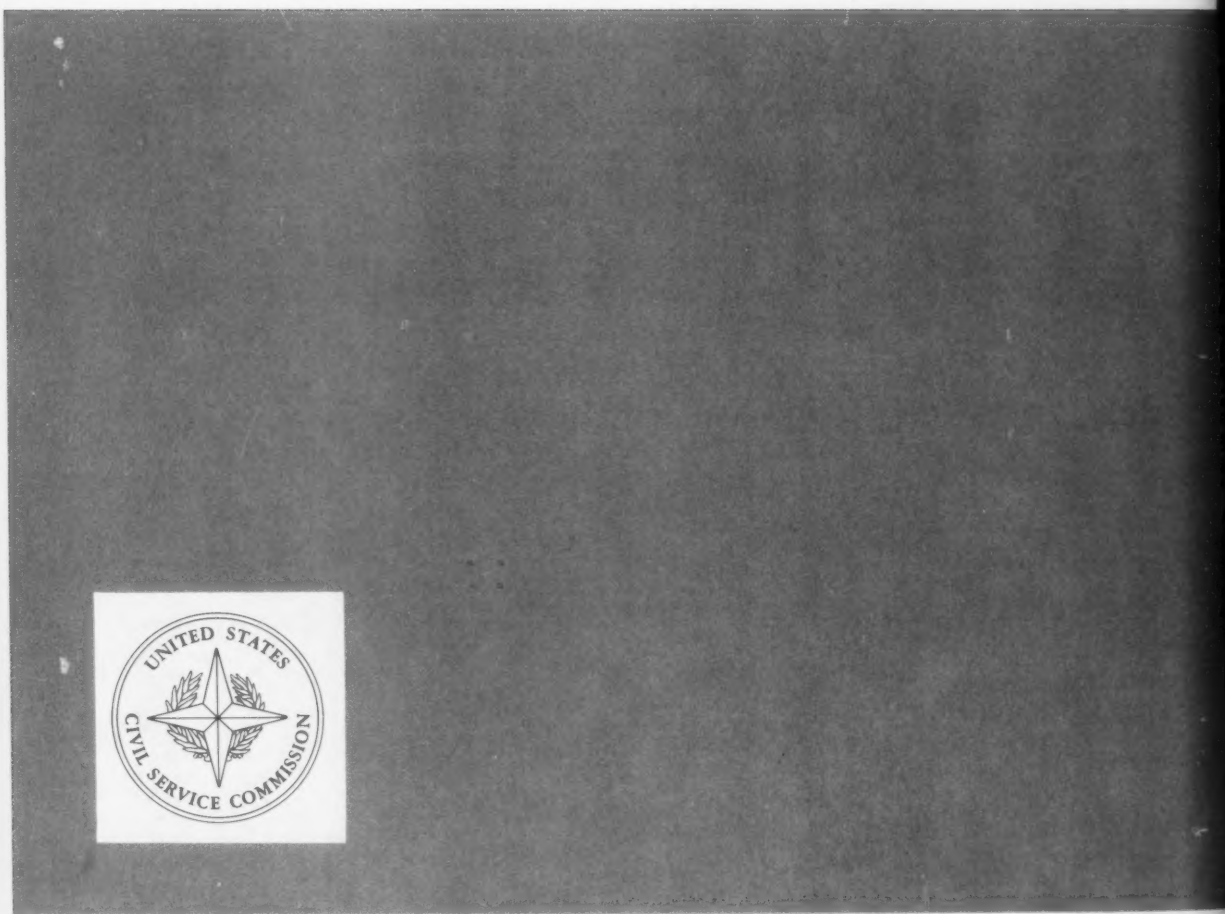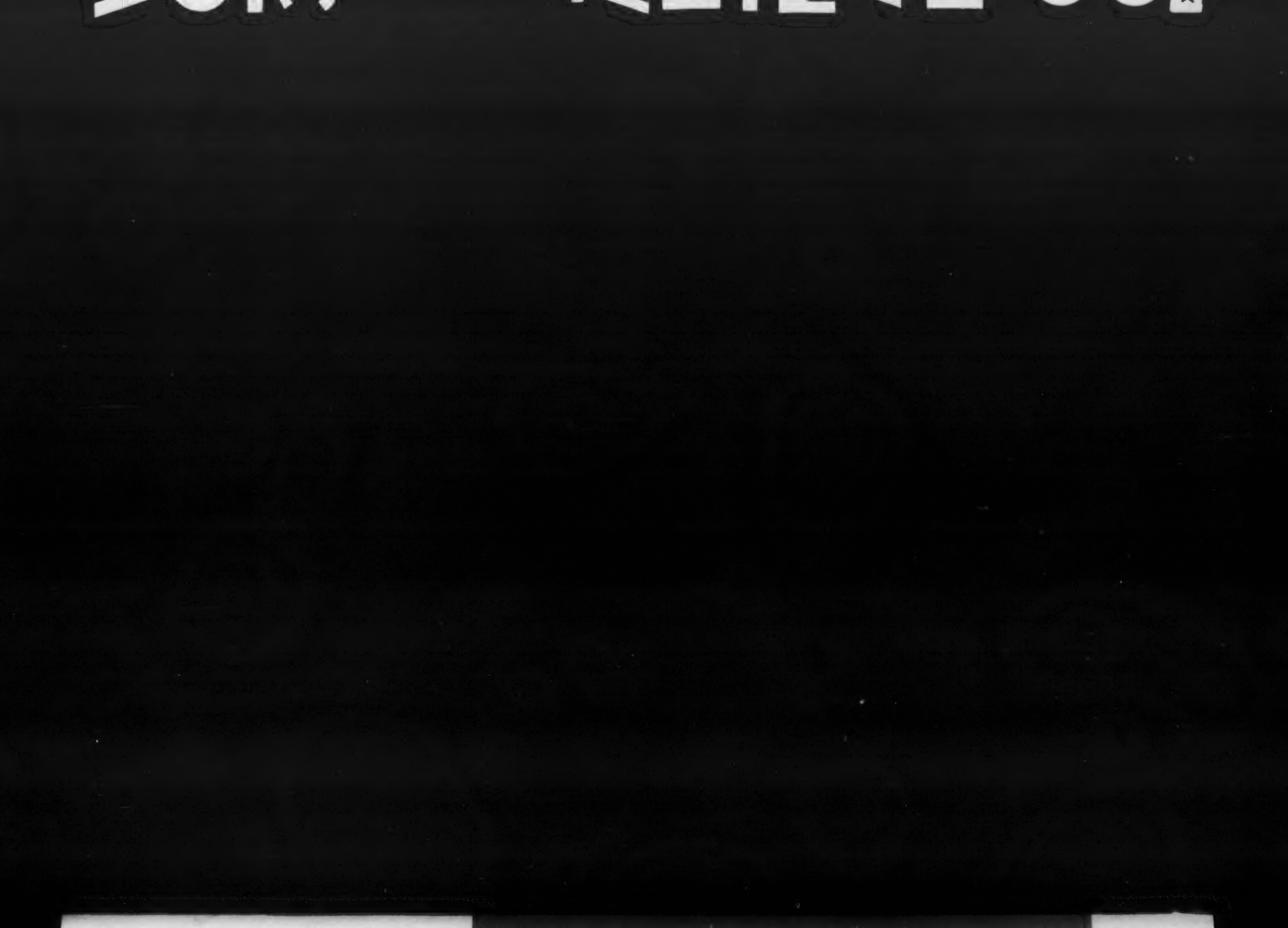
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